SURVEY

MIDMONTHLY

MAY 1945

JUN 13 1945
FILE

AFTER LANHAM FUNDS WHAT?
Kathryn Close

THE MERIT SYSTEM AND YOU
Dorothy Deming

THE MEN WHO ARE VETERANS
1. Eda Houwink 2. Laura Mayer 3. Sallie Bright

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SURVEY MIDMONTHLY

VOL. LXXXI NO. 5 JOURNAL OF SOCIAL WORK MAY 1945

Added strength to *Survey Midmonthly's* elbow in dealing with crucial questions of planning for the needs of returning servicemen, came last month in the form of a special appropriation from The Grant Foundation. The immediate purpose of the grant is to make possible special research in a number of selected communities in order to produce systematic "how to do it" material for preparation and release through the *Midmonthly*.

First discussion of preliminary plans, with members of the *Midmonthly's* editorial advisory committee and other national and local leaders, took place in a half day meeting on May 4. Further announcements will be made later. We are sure our readers join with us in appreciation of this timely assistance at a point of such genuine and widespread concern.

CONTROVERSY

Hearings on the Hobbs bill (H. R. 5) setting up a permanent Office of Community Recreation Services in the Federal Security Agency may bring into the open a flurry of controversy in public recreation circles. The central issue is over entrance of the federal government into this field—hitherto a local responsibility. A senate bill differing in some respects from H. R. 5 is said to be in preparation.

TRIBUTE TO A SOCIAL WORKER

Daily, for over two years, artists have been going to military and naval hospitals both here and abroad, and making individual sketches for the boys to send home. The idea originated with Henrietta Bruce Sharon, and this selfish world would be a much better place to live in if her little book of personal stories and reminiscences, "It's Good to Be Alive," (see review, page 158) could be made required reading for everybody. But the point to this note is our delight in the discovery that Lt. Robert M. Heininger, U.S.N.R., made it all possible. The Red Cross had shown no interest and the USO had no official hospital connection. But those who knew the quality of Bob's group work insight when he was with USO, and before that in Hartford, will not be surprised at his quick perception of the therapeutic values inherent in Miss Sharon's idea, and prompt action in making the necessary arrangements.

1933-1945

Words can add nothing to the record. That is why the editors of *Survey Midmonthly* felt that no tribute to Franklin Delano Roosevelt could possibly compare in eloquence to a succinct recital of the things undertaken for the common welfare during his administration. Marietta Stevenson's summary (see page 146) sets forth the record, the details of which are still vivid in the minds and emotions of all social workers. Miss Stevenson is professor of social welfare administration at the University of Illinois.

STREAMLINING

Concurrent with its $5,000,000 campaign this spring, the American Cancer Society is streamlining its organization in keeping with the expected jump in income for 1945. Members of the former board, most of them doctors, now become "medical and scientific trustees," responsible for professional and scientific policies. Administrative and financial policies are vested in a new board of directors heavily weighted with nationally prominent business men. Arrangements have been made with the National Research Council for advisory service in developing a greatly expanded cancer research program.

One practical problem lies in the fact that a substantial proportion of the funds raised will be retained by state societies, many of which have operated hitherto on relatively small budgets. A comprehensive survey is planned to clarify new functions of the society, particularly in its relationship to the existing services of both public and private agencies.

PEOPLE ARE THE SAME

Findings of a study of organizations and agencies at work in Virginia counties, will have a familiar ring even for those whose experience has been mainly in urban communities (see page 154). Problems of urban and rural community organization may not be so different as some people think.

"SUBJECT CONSULTANT"

Believe it or not, that was what Dorothy Deming was known as when she was developing the American Public Health Association's merit system unit. Only explanation we can think of is that she knows her subject — public health nursing. At any rate, after helping fifteen civil service systems improve procedures applicable to health personnel, it's not surprising that her article about what it takes to make a merit system work has a very authoritative ring (see page 143). At the moment, she's writing a book on practical nursing, with a grant from the Commonwealth Fund.

CRITICAL QUESTION

By June 1, present Lanham act funds for the care of children of working mothers will be exhausted. If Congress makes no appropriation for 1946, communities all over the country will be faced immediately with the question of what to do about some 2,800 child care centers subsidized by the federal government to the tune of $45,800,000. Even if federal aid is temporarily continued, Fed-

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eral Works Agency financing will cease when the war emergency ends. Timely, therefore, is Kathryn Close's skillful report of what social workers and educators think the future holds—or ought to hold—for "day care" as a permanent community service (see page 131).

TIME MARCHES ON

Facts about the physical and educational limitations of the several million persons who made up the armed forces of World War I were a matter of national concern long after that war ended. Time marches on, and it is worth noting that out of World War II is coming a popular awareness that social and personal characteristics stemming from family and community backgrounds, social attitudes and traditions, spiritual values, are also among the things which fit men well—or fit them ill—to cope with life. Perspective on this trend will come, we think, to those who read articles by three authors in this issue: Sallie Bright, who gives credit to the popular interpreters of the problems of returning servicemen, and less to the social work interpreters (see page 139); Eda Houwink, whose professional analysis of the problems of readjustment comes from firsthand experience in Red Cross home service (see page 136); Laura Mayer, excerpts from whose overseas letters give a deeply moving picture of the ingrained courage of the human spirit under its severest test (see page 137).

GOOD NEIGHBOR

On the map, Canada's province of Manitoba stretches from the United States border to Hudson Bay. Its vast unincorporated sections reflecting an average population for the entire province of three persons per square mile, pose a problem of medical care even more difficult than for most of the rural sections of our own country. Doubly significant, therefore, is the realistic plan for medical care and hospital service just adopted by the provincial legislature and described by Charlotte Whitton, former director of the Canadian Welfare Council, on page 142. Complementing this plan is a reorganization of welfare services in line with recommendations of a survey made last fall under the auspices of the American Public Welfare Association.

HAPPENED IN ATLANTA

Stark tragedy loomed ahead for the gray-haired old Negro who had never had "any trouble with anybody 'cept my wife" until the police told him he must quit selling peanuts "where I'se always sold peanuts." Nancy Johnston tells the happy ending in her moving glimpse of a caseworker who combined a warmth of human understanding with well-concealed professional skill (see page 141).

GRASS ROOTS INSTITUTE

Social work interpreters have often cast longing eyes at the network of organizations in local communities which reflect the American penchant for "joining up." Their name is legion—civic clubs, church auxiliaries, garden societies, trade associations, professional associations, racial and nationality societies. Collectively, they represent a powerful "grass roots" force to harness in the interest of community welfare. Firsthand experience with Cleveland's third annual Health and Welfare Institute, held late last month, convinces us that one community at least has turned the trick. Upwards of 1,500 organizations sent over 2,000 official delegates to this institute. Advance registration was requisite at one dollar per delegate.

The morning sections, with outstanding speakers, covered these subjects: full employment, dream or possibility; the war's effect on the family; is federal aid needed to solve the problems of postwar youth neighborhoods in action; keeping the *voter* in power. Afternoon time was given over to informal discussion meetings. Jack Y. Bryan, the Welfare Federation's public relations secretary, carried executive responsibility for organizing and promoting the institute.

CHATTER

Final copy for the Gunn-Platt report on voluntary health agencies went to Columbia University Press May 1. . . . Los Angeles is considering a comprehensive survey of public and private recreation services. . . . Houston and Columbus will wind up communitywide child welfare surveys this spring. . . . Service connected cases accounted for 10 percent of Birmingham's public welfare department intake in a recent month—and for 17 percent of the major caseload of Cleveland's Institute for Family Service. . . . Series of *Washington Post* stories, by Agnes E. Meyer, about Bridgeport's veterans' service center, has been reprinted for general circulation. . . . Friends of "Charley" Birt may note that he's now a Lieutenant Colonel, AMG, in Italy.

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After Lanham Funds—What?

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Some of the present directions of thinking about day care for children of working mothers, as reported by KATHRYN CLOSE.

TODAY, some 2,800 child care centers, for pre-school or school age children or both, are financed in part by federal funds made available through the Federal Works Agency under the provisions of the Community Facilities Act (Lanham act). Under its Title II, which was passed by Congress in 1941, $500,000,000 was authorized to be spent by FWA on the construction and maintenance (including the provision of funds for operation) of hospitals, sewerage systems, schools, and child care centers in "war impact" areas. By the end of June, $497,000,000 of the funds authorized—and all that Congress has made available—will have been allotted. Of this total, $45,800,000 will have gone to child care programs: $3,000,000 for construction, and $42,800,000 for operating expenses.

Some communities, it is true, have developed child care programs without Lanham act help. A notable example is New York City, which was unable to secure such funds because it was not considered a "war impact area." New York, however, through its Mayor's Committee on the Wartime Care of Children, receives considerable aid from a child care fund appropriated by the New York State legislature. In most other areas where any appreciable development or expansion of community child care facilities has taken place, federal funds have been largely relied on—averaging about 50 percent of the communities' child care expenditures and in some instances running as high as 90 percent.

Even though Congress may approve another Community Facilities appropriation for the fiscal year 1946 (beginning July 1, 1945), the days of FWA participation in child care projects are undoubtedly numbered, for the whole program was planned solely as an emergency device to meet wartime needs. Its motivation stemmed not primarily from an interest in children but from an effort to recruit women for war production. With the end of the emergency, if not before, will come the end of Lanham act funds.

With these prospects on the horizon, many persons who have been closely connected with community child care programs are beginning to wonder whether it is not time to look at them with an evaluative eye and decide whether it will be so easy to let them go. Past emergency programs, they know, have usually unearthed an area of long time need and have contributed experience valuable for future efforts to meet such need. Has this been true of wartime day care for the children of working mothers? Is the whole experience justified only as one method of helping to win the war? Or has it revealed anything about children and mothers that have long time implications for communities?

Since there probably are as many views on day care as persons concerned, it is hard to tell at this stage in just what direction thought is crystallizing. Much depends on where the evaluator sits. Because Lanham act allocations carry with them no federal supervision, community day care programs vary greatly in quality, success, and community acceptance. Then, too, the thinker is affected not only by the area in which he is located but also by his position. An educator's slant will vary somewhat from a social worker's. A school board is likely to look at the situation from an entirely different point of view from either of them. The community as a whole may not care to look at it at all. Nevertheless, interviews with officials of the several federal agencies concerned with children and correspondence from educators and social workers in various parts of the country have revealed some of the present directions in thinking in regard to day care programs in the future.

Some Welfare Viewpoints

With very few exceptions Lanham act projects are sponsored and administered by local school systems, though the preapplication planning has usually been undertaken under the auspices of an overall community committee on child care, representative of education, welfare, and health interests, and usually attached to the local defense council. While the original procedures set up by FWA provided for "welfare" sponsored projects, the tendency from the beginning has been to encourage application from school systems on the theory that they are most likely to have the space available for facilities and an administrative staff familiar with the techniques required for handling children in groups. Social workers' pleas to include casework services and foster family day care in the program have been regarded with a cold eye. Where such services are a part of going programs they are completely community financed, for in no instance has the FWA approved Lanham act funds for either type of service—having been advised that such services cannot be construed as "public works" under the act.

Social workers, for the most part, seem to have got over their original horror at the thought of "encouraging mothers with small children to leave home and go to work." Beyond their willingness to admit that some provision must be made for mothers who are going to work no matter what social workers think, is a tendency to wonder whether in some instances it might not be best for the child to be out of the home at least part of the day. Many social workers were slow in joining the enthusiasm for the expansion of day care facilities, for fear the projects would be used by mothers eager to rid themselves of their responsibilities to their children. But where they have witnessed projects which have incorporated good child development techniques and provided excellent health training, they have begun to think about what kind of care children rejected by their mothers get in their homes, and how it compares with the training and supervision provided in a good day care center. As one social worker bluntly put it: "If a mother shirks her responsibility by using a child care center, then where the center is not operating she probably lets her children run loose anyway."

Even those social workers who do not so readily accept this point of view are beginning to realize that the necessity for making provisions for the children of working mothers is likely to exist long after the war and, in fact, did exist, to a lesser degree, even before the war. Inquiries recently made by the Women's Bureau of the U. S. Department of Labor have indicated that as many as 75 percent of today's employed mothers intend to continue working after the war.

Bearing out these findings are the results of community surveys conducted among the mothers using day care facilities. In Cleveland a survey of 698 such mothers showed that 79 percent looked forward to keeping their jobs when the war is over; and 456, or 65 percent, would use day care facilities at that time, if they are still available. In Detroit more than half of some 1,400 mothers recently queried as to their in-

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tentions of remaining at work after the war replied in the affirmative.

Surveys of working mothers have also revealed that a large percentage of those now using day care facilities *must* work because of economic need. In Los Angeles, where the day care program with 123 nurseries and 112 after school centers is the largest in the nation, a spot check of the clientele has indicated that between 10 and 15 percent of the mothers are widowed or divorced. An additional 50 percent have husbands in the armed forces. How many of these men will be unable to support their families upon return because of some disability and how many will never come back are, of course, uncertainties. Slow demobilization and an anticipated increase in divorce rates are also expected to affect the number of mothers who will have to keep on working at the termination of the war.

The suggestion of continuing day care programs in the postwar period for mothers who are heads of families meets with some objections, based on the fact that the country through its social security provisions for aid to dependent children has recognized the principle that the mother's place is in the home even when she has no financial resources. Few social workers would argue that ADC grants in most states are adequate as a basis for a decent living for a mother and her children, but some believe that if pressure is to be brought to bear to secure further funds for children it should be on the side of raising ADC standards rather than of enabling mothers to leave their homes in order to work.

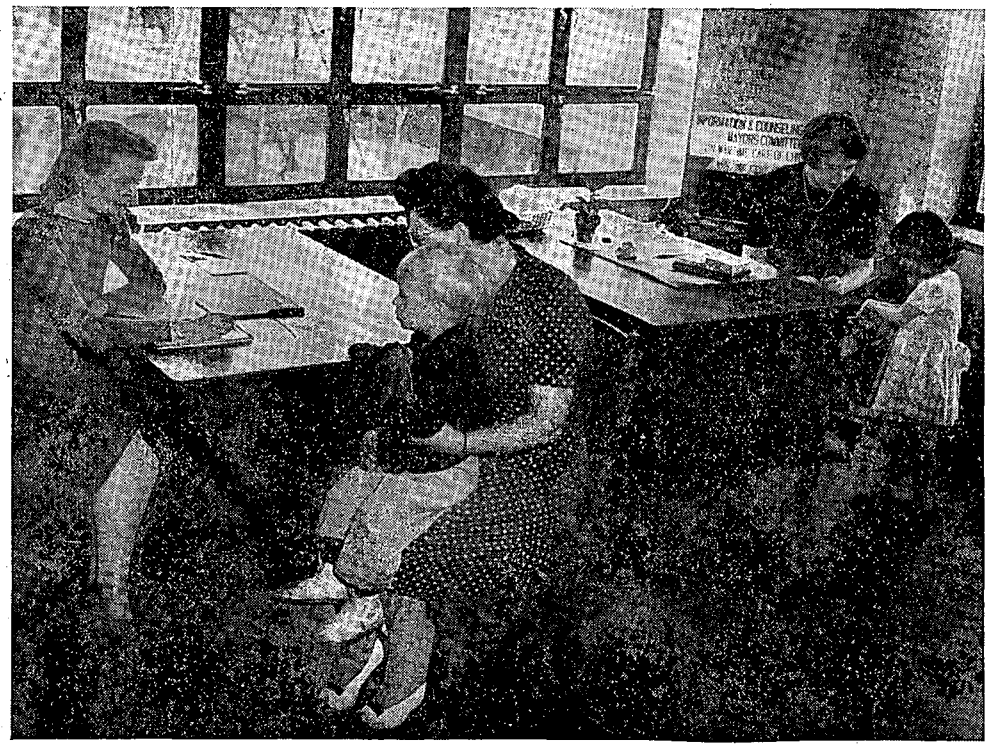
On the other hand, there are those who see no conflict in running two apparently opposite programs simultaneously — particularly if financed by one federal agency making grants-in-aid to the states for all types of child care. Then, they say, the choice would be up to the mother of whether to support her own children or to accept public aid in order to remain at home with them.

Counseling and Foster Care

Social workers are practically unanimous in regarding counseling services as necessities in any well-rounded day care program. Counselors, they explain, not only can help the mother see what she really wants to do, but can assist her in working out problems of maladjustment that might be revealed by the child's behavior in the center. One community that has had particular success in integrating counseling into the day care program is Cleveland, Ohio. There, not only has a centrally located intake service been staffed with professional caseworkers, but a caseworker has also been placed on the staff of each nursery center. Hartford, Conn., also has a well-integrated counseling service in its day care program, with caseworkers, known as "parent counselors," interviewing every nursery care applicant and remaining available for consultation to mothers whose children are in the centers. But such programs are rare.

There seems to be considerable disappointment among social workers at the failure of most community programs for children of working mothers to include plans for foster family day care. The U. S. Children's Bureau maintains that some children cannot get along in groups and need the individual care provided in a family home, and that this type of care is essential for very young children whose mothers work. However, the few communities that have made arrangements for this type of care find it in relatively little demand in comparison with group care. One reason may be that fees for foster family care are higher (usually about $1.25 a day as compared to about 50 cents a day for group care)—a fact that has arisen not from the difference in cost but from the lack of federal participation in foster family programs. It has been suggested, however, that foster family day care might not be popular even on a lowered fee basis because of a traditional instinct in the American mother to shy away from a "mother substitute," though she is willing to see her child cared for by professionals—trained nurses, school teachers, and recreation leaders. The Children's Bureau, on the other hand, maintains that a good program, with qualified staff, can dispel such an attitude.

Though vocally aware of today's day care imperfections—which they are inclined to blame on the historical emphasis on meeting industry's rather than children's needs—most social workers who have been close to wartime day care services seem to be sold on the usefulness of a well-rounded day care program to every community. They are enthusiastic about the nursery school techniques that the educators have introduced into the nurseries and about the opportunities the centers present for the instillation of good health habits and for parent education. But many of them go along with the U. S. Children's Bureau in advocating that any program set up for the all-day care of children be sponsored and administered by the welfare forces in the community and integrated with the community's other child welfare services, while part time nursery schools and after school programs be left to the schools as educational enterprises—all to be developed under a comprehensive community plan.



Arnold Eagle for the Mayor's Committee on Wartime Care of Children, New York

A counseling service can help the mother find out what she really wants to do

From Another Angle

The viewpoints of social workers and educators on day care often bear different emphases. There is general agreement on the point that the needs of children should be the primary rather than the secondary motivation for all programs concerning children. Educators, however, are apt to be less alarmed than social workers at the dangers to family relationships inherent in the all-day separation of mother and child and more impressed with the

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Courtesy of Melrose House, New York

In well-planned nursery centers opportunity for development is provided through constructive play

training opportunities presented by a day care program.

Leading educators in recent years have become increasingly interested in the possibilities of extending the age limit of formal education in two directions—downward to take in the nursery years and upward to include parents and other adults. Many of them believe that since the most formative period of a child's life is in the pre-school years, all children should be given the benefits at an early age of the techniques in child development and training that have been developed by modern scientific methods.

Little progress had been made in this direction before the war, however, except for the children of the well-to-do who could afford the expensive private nursery schools that were available in some cities, or for a few bright children—more often than not the children of professors—who made up the enrollment of the college demonstration schools. Nursery classes in public schools were unknown, except for those that were WPA sponsored. The chances of any being set up on a demonstration basis were slim, because of the fact that almost all states prohibited the use of public funds (state or local) for the education of children below a set age limit, usually four or five and sometimes six. Even kindergartens were not general and where they existed they seldom had state financial support.

Then came the Lanham act and federal funds for day care. Soon more than 600 school systems throughout the country were administering programs for children between the ages of two and five. Here was an opportunity to show what could be done.

Not that the school systems or boards of education took it that way themselves. In numerous instances they could be induced to make Lanham act applications only under community pressure. Nor did the Lanham act guarantee good educational standards. In fact the act specifically instructs the FWA to keep hands off the community projects, except for making financial audits and determining whether the projects are meeting local needs. But "education" sponsored Lanham act applications had to go through the state education departments and the U. S. Office of Education. Though these agencies had no final say one way or the other, they could provide direction.

As a result, children in some 2,000 nurseries throughout the country are not only receiving good physical care while their mothers are away working, but in their playtime hours are subject to the direction of trained teachers with varying degrees of skill in the techniques of child development. Educational leaders are hopeful that the benefits of this training will be so evident that it will eventually be extended to all young children, whether or not their mothers are working, by the addition of permanent nursery schools to public school systems throughout the land.

Efforts to extend parent education have also received some stimulus through the day care program, but not as much, those who are connected with the centers admit, as the opportunity would seem to warrant. Difficulties in this direction are inherent in the program, for mothers who work cannot usually find the time to attend meetings. However, a few communities—New York, among them—insist upon regular conferences between the mother and the teacher, which can take place when the mother brings or calls for the child. In this way, the mother gains an understanding of what is happening to her child in the nursery center, which enables her to provide some continuity in his nursery and home life.

For the School-Aged

Many educators have been thinking for a long time about the values of extending the school day until five or six o'clock and providing recreation programs that could be integrated with the child's school work—or at least making the school recreation facilities available to children after school hours and in vacation periods. No legal stumbling block has stood in the way of experimentation along these lines but, in most areas, very real barriers have existed in the form of mind-sets of principals, superintendents, and school boards as well as in the form of difficult fiscal problems.

Here again the Lanham act provided an opening wedge. For though the demand for after-school care for school-age children was slow at first, the much publicized rise in juvenile delinquency

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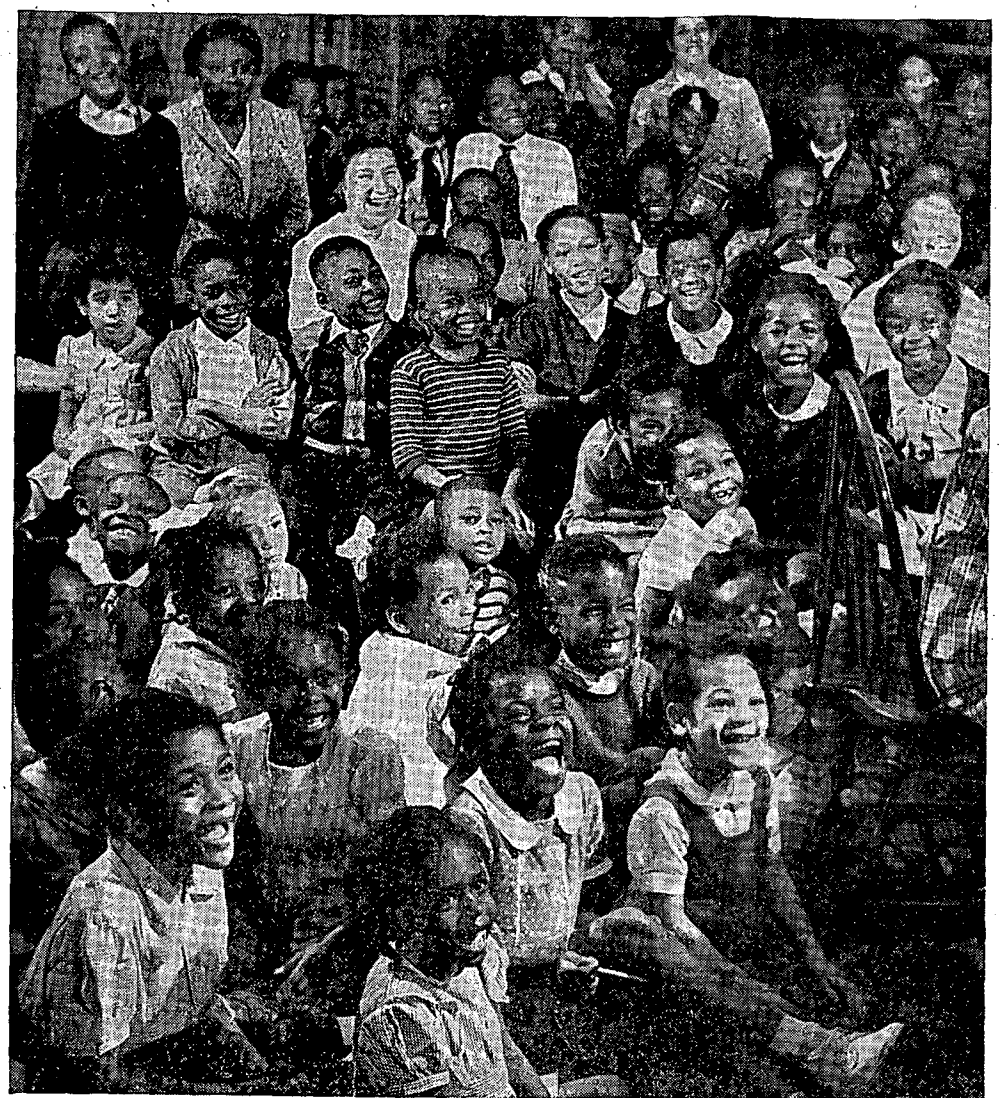

Arnold Eagle for Play Schools Association

When children find fun in an after school program it is well attended

influenced many communities to apply for federal funds to set up this type of project. Today, there are 1,300 after school and vacation projects financed by Lanham act funds, and many others under community auspices.

The success of after school programs has varied with the community. In a few instances, they have turned out to be complete failures, enrollments remaining so low that they had to be closed. In others, enrollments, which were low for the first several months after opening, gradually showed a steady rise and at present threaten to surpass those of the more quickly accepted nursery centers. No comparative studies are available, but educators are inclined to talk in terms of a relationship between program and success. When the after-school program is well thought out, incorporating the principles of progressive education in which children are allowed freedom of choice and action, the projects are popular, they say. On the other hand, where the strict regimentation and teacher authority of the normal classroom is carried over to the after-school program, children are not likely to want to attend.

Nearly all the after-school and vacation projects had difficult sledding at first, a fact which has been generally attributed to a tendency on the part of mothers to regard their school-age children as old enough to get along by themselves. Moreover, mothers were often reluctant to pay fees for a service which seemed so closely connected to public education—in this country traditionally free.

In those communities where after-school and vacation programs have taken hold, an awareness seems to be gaining headway among school authorities of the importance of such recreational opportunities for all school-age children. Incidents are reported—particularly in areas where other resources are not available—of resentment on the part of children who are excluded from participation in activities because their mothers are not working; and stories are current of children begging their mothers to go to work so that they might be included. To tell seven-year-old Spike, who lives in a crowded city slum, that he cannot go along with his friends on exciting expeditions to the park because his mother does not work, seems to him and to the teacher a senseless cruelty.

One of the most significant effects of these after-school and vacation projects, in the eyes of some educators, is their influence on the teaching methods and classroom procedures of regular school programs. In many communities school teachers and school superintendents, familiar only with the old authoritative methods of teaching, have an opportunity to observe or take part in these projects, where they can witness the effects of the freer procedures of progressive educational techniques. It is then only a step to the adaptation of such techniques into their regular work and the development of classroom programs more interesting to teachers and pupils alike. It cannot be said, of course, that every school-age day care project could be regarded as an example in methods for school teachers, but many educators are firmly convinced that on the whole, the projects, by broadening the outlook of teachers, superintendents and school boards, are producing a salutary effect on the classroom.

Who Is to Pay?

The whole discussion of the long time values that might be inherent in various forms of day care becomes academic unless finances can be found to carry on those parts of the wartime program significant for the postwar era. Fees from parents have never covered more than a portion of the costs. And therein lies the snag. Though social workers and educators in community after community sing praises of their local child care experiences, they all end with the same sad tune: "Local financial resources (either community fund or tax supported) are not such that we would be able to carry on the program without federal or state aid."

Though agreement seems fairly general among those working on the programs that there will be need for more day care facilities in the postwar period than were available before the war, just how much more is a question that no one seems ready to answer. In Cleveland, a social worker hazards a "guess" that an equivalent of 25 to 50 percent of the emergency program will be needed. Some educators would put the percentages much higher, increasing the present programs to make nursery schools and school recreation programs a part of the educational experience of all children. But they see little chance, unless some federal bait is in the offing, that state laws will be revised to enable localities to use tax funds for children below kindergarten age. As one educator said: "There are

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too many priorities on school finances. Our community doesn't even have kindergartens yet, and all our teachers are underpaid." In most school systems recreation programs also have a low priority rating.

There are priorities, too, on welfare funds. In one southwestern city, social workers and educators alike look with envious eyes on the advanced standards of the day care services. But they are not likely to push for a continuance of these services at the expense of their own substandard programs, which for years they have been struggling to improve.

Government Aid

What the temper of the state governments will be in regard to furnishing financial aid for child care services after the war, is anybody's guess. Certainly they are not prepared to take over these programs now should federal funds not be approved for another year. A letter sent to the forty-eight governors by Maj. Gen. Philip B. Fleming, administrator of the Federal Works Agency, suggesting that the states assume some of the load, brought replies indicating that the governors regard day care as purely a wartime problem and therefore entirely a responsibility of the national government. Of all the states, New York and Washington alone have provided state funds for the operation of day care programs, New York having already spent $700,000 on such projects and the state of Washington having just entered the picture with a $500,000 appropriation.

Most persons who feel that something must be salvaged from the wartime day care experience seem to be dimly hoping that federal aid will go on forever. One thing is practically certain: it will not go on under the aegis of the Federal Works Agency, a construction agency which only found itself involved in the child care field by accident.

Experience with day care programs under the Lanham act, however, has converted many persons into advocates of direct federal aid to local communities. FWA's national advisory committee on day care, which is composed of social workers and educators who are operating community day care programs, has called attention to the "desirable flexibility" in this method of aid, which has "given federal assistance without federal domination or control, at the same time allowing for full use of state resources, consultation, and advice without interference with local responsibility." Local authorities who have long been irked at the red tape involved in federal-state grant-in-aid programs rejoice in the complete autonomy it allows.

On the other hand, many administrators and observers of day care operations remain among the staunchest advocates of an extension of the grant-in-aid principle to cover this and all other forms of children's services. They deplore the lack of minimum standards under a system which provides for no federal or state supervision, and counter the argument that only through direct aid can assistance be assured for the neediest communities, with the reply that grants could be made to the states on a variable basis, giving greater percentages of aid to areas of least resources. Both the U. S. Children's Bureau and the U. S. Office of Education are advocates of the grant-in-aid system.

A report of the National Commission on Children in Wartime soon to be released by the Children's Bureau, contains recommendations for the expansion of federally aided state child welfare services, including in their scope "day care in foster family homes or day care centers, and auxiliary services necessary to assure proper use of day care facilities and to safeguard children receiving care."

In the long run, however, the eventual fate of daytime child care services will depend largely upon how important the people of the communities feel them to be. So far, reports indicate that with the exception of the enthusiasm of mothers whose children are enrolled, reactions to the projects are somewhat apathetic.

A well-placed child

as drawn by Madeline Dane Ross

Unfortunately, many of the local child care committees that played such significant roles in getting the programs underway are succumbing with the dying defense councils. Otherwise they might offer themselves as focal points for the evaluation of programs in relation to future needs and for the formulation of recommendations to their communities, states, and the nation. Apparently in few communities are any such activities in the offing. (An exception is Cleveland, where the program is closely tied in with the Welfare Federation and where plans along these lines are now in an embryonic state.) With no Office of Civilian Defense to stimulate the once active child care committees in other communities to life, their resurrection presumably will have to be spontaneous—unless some other national agency, either public or voluntary, enters the picture with such a purpose.

Planning for Children

Many social workers are looking for such leadership to come from the Child Welfare League of America, whose national committee on day care recently recommended "that the league stimulate plans for postwar planning for a comprehensive program of services for children and promote priorities for children in planning at local, state and federal levels, such programs to be integrated with the regularly established agencies including health, education and welfare."

The previously mentioned report of the National Commission on Children in Wartime offers a substitution for defense council committees by recommending that each state set up a state council or commission on children and youth, intimately related to its state planning agency. Similar recommendations are made to communities in regard to community planning agencies for children and youth.

Such planning would provide assurance that what elements are salvaged from the wartime day care experience would depend entirely on the needs of children.

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RETURNING SERVICEMEN

Veterans Now and in the Future

EDA HOUWINK, St. Louis Chapter, American Red Cross, discusses the problems of servicemen already home and of those to come.

We who work in war agencies have learned many things during the war years and still have much to learn. We have seen the adjustments and readjustments of men, women, and children to the swift confusion that followed when Mars played his tune and men went off to war. Now we are beginning to see in increasing numbers the men and women who return to civilian life from military service.

Civilian life, too, has undergone changes, and the veteran, because he is human, responds to them in a variety of ways. He may be so glad to get back into a civilian job and to be with his own family again, that he becomes a better husband and father than he had capacity for before. On the other hand, if he is too fatigued nervously to be able to settle down, he may not be able to stick to his job and may set out on a pilgrimage without a destination. A few veterans, like some civilians, have personalities that are fundamentally inadequate and they cannot adjust to our complex society. Others, also like many civilians, need a helping hand—in some instances only a little advice; in others, full psychiatric treatment—before they can find their way to a useful and satisfying existence.

From Training Camps

Nearly all the veterans who have come to the Red Cross Home Service in St. Louis up to this time have been discharged from domestic camps without having seen service overseas. Most of them have been let out of service for medical, neuropsychiatric, and "convenience-of-government" reasons. Of course we see a few others, under-age boys, over-age men, and some for whom induction brought undue hardship to their families, but the number of these is relatively small.

The difficulties of most of the veterans whom we have seen so far, tend to be pre-induction in origin. Our caseloads include men with arrested chest lesions, enuretics, epileptics, and others whose physical complaints are psychosomatic in origin. There are also Negroes who have broken because of the cultural cruelty found both within the military setting and in the communities in which their camps were stationed.

The neuropsychiatric casualties from domestic camps are usually men whose difficulties, though diagnosed in service, actually existed before induction. When they leave the armed forces these men return to the home settings that helped to create their difficulties in the beginning. On the whole, they do not seem to be seriously influenced by their military experience; they are, in reality, more like civilians coming back after a military interlude. The something new that has been added for them is the knowledge of their diagnoses—the realization that they are considered unfit to share an experience common to other men of their own age group. This realization can sometimes be devastating—particularly for men who do not understand the basis of their seperation from service or who are frigtened by the long words that describe it. In the early months of the war, men were given discharge papers which contained such words as "psychopathic personality," "constitutional inferiority." This practice has been stopped for the most part now, but while it lasted veterans had to make their peace with these disturbing concepts.

Red Cross Home Service workers frequently are asked to gather social histories to aid the military psychiatrists in studies that precede psychiatric discharges. Over and over we have found civilian patterns that have continued into military life. One young man, who was being studied for impersonating an officer and for chronic A.W.O.L. episodes, had a long history of truancy from school and of running away from his aunt's home where he was not wanted. Having found no more security and affection in the army than he had in civilian life, he continued his search for them. His truancy now had a new name and a discharge was the result.

Another man who came in response to a letter asking whether he needed help, told a story of many jobs before his induction into service. He had quit his last one and enlisted, but when military service lost its novelty he was again ready to clear out. Since he could not leave, he eventually broke down, and this led to a discharge. Now he was a civilian again, but he still could not settle down. He was referred to a psychiatrist, who, in a few months, was able to help him gain enough strength to remain in one job without his former impulse to quit.

Such men are not easy to work with when they return to their home communities. Some have been so injured by early home experiences that they seem to be beyond the help of social casework. Others can be restored to mental health and equilibrium and may, in the end, find a better adjustment with the help of psychiatry than they were able to make before entering the army or navy, but some psychological scars will remain.

On the whole, military psychiatry has done an excellent job of weeding out the men who could not take combat experience and, by discharging them, sparing them from further damage. But weeding is not a simple task. One soldier was denied two requests for a dependency discharge when it was found that his mother and married sister did not want him to return to their home. He finally broke down and had to be given a neuropsychiatric discharge.

Work *vs* Treatment

So far, the men with medical discharges also come mostly from domestic training camps. With them, too, the condition leading to separation from service frequently existed prior to induction, though it remained hidden until diagnosed by the military physician. If the man has filed for a pension while still at camp, the military advises the Red Cross chapter in his local community of his medical needs, so that follow up care can be instituted. Only a few of these men come in for help.

One present stumbling block which stands in the way of treatment plans for all medical and neuropsychiatric casualties is the availability of jobs for anyone and everyone. Lured to employment, the veteran has no time for medical treatment nor for pursuing his education under the new federation legislation. Even a veteran whose discharge papers contain the words "dementia praecox" has been able to obtain a job as a truck driver which pays a larger wage than he ever had before induction.

Some men come to file for a pension. They are apt to be those who have not yet been able to work out a satisfactory adjustment for themselves. On the whole, the scurry of civilian activities is still so great that most veterans can find a place for themselves somewhere, and they do not yet seek us out to any great extent.

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They may come to us for help later.

Veterans from the combat zones have not yet returned to their home towns in appreciable numbers. Most disabled soldiers and sailors are as yet only potential veterans, for they are still in military hospitals receiving surgery, rediscovering the road to mental health, learning to live with prosthetic extensions of themselves, adjusting to a world that has been blacked out for their eyes. Some who have been physically restored are returned to active or non-combat service. Until these men really come back to their own homes to reintegrate the changes that have taken place in them with the changes that have occurred in those they left behind, we can only speculate on what their problems will be.

What to Expect

My professional guess would be that in the long run, human nature will find its own balance as it always has in the past. There will be heart aches along the way, for when men and women live in such separate worlds, some havoc is inevitable. It is only natural for soldiers in fox holes to sentimentalize their homes and their families. And since neither the men nor their families can remain the same during the months or years of war separation, readjustments and some disappointments are undoubtedly inevitable for them.

Cases in the Home Service files give evidence that some men grow beyond their wives, making a satisfactory marital adjustment upon their return difficult or impossible. On the other hand, there is also indication that some wives gain an independence during their husbands' absence that they do not find easy to relinquish. Negroes are not willing to give up the rights for which they have worked and demonstrated their competence. Young sons, having become emancipated from their families, are not willing to return to the status of a child—which is beneficial to the boy who was too closely tied to an apron string.

Then too, society may face a problem in the years ahead resulting from today's great numbers of fatherless families. If the war and the armies of occupation keep fathers away too long, children will become accustomed to a matriarchal family unit, in which the mother is a combination mother and father, disciplinarian, companion, economic head, and guide. Children who have grown up in a matriarchial home with a mythical father whom everyone talks about but whom they do not remember, will have to learn to adjust to the veteran father who may shower affection on them before they are ready for it or who may be irritable because of war experiences they cannot understand.

Many a mother will have to be very careful not to show more affection to her children than to her newly returned husband who may not yet be ready to share her affection, even with his own children. Many a father will have to get used to the omnipresence of small children who cry out at night when he wants to sleep, who wake up entirely too early in the morning, and who have a special genius for bringing disorder to a household. If husband, wife, and children will try to adjust to one another without too great haste, if they can be helped to understand each other and themselves, the veteran will be able eventually to gain solace fro his family.

The Caseworker's Job

Our job will be to approach the veteran as we approach the civilian, with understanding and a readiness to accept him as he is. We shall have to help him where he needs help, and not shower him with oversolicitude. We shall have to watch ourselves, our eagerness to help, our ignorance, and our preconceived notions, and stand ready to adapt and to change at all points. If we try to understand both the veteran and ourselves, and remain flexible, we shall not err too greatly.

These Will Come Back

What some future veterans will bring home with them, described in excerpts from letters of a Red Cross social worker, LAURA MAYER.

Somewhere in Australia

I AM at a Naval Hospital and our patients consist of navy, marine, and merchant marine personnel. This is by far the most satisfying job I have ever tackled and has proven to be everything I had hoped for in the way of service to others.

First of all, there's Johnny, an eighteen-year-old marine. . . . Johnny had the misfortune of seeing his buddy blown to bits in a foxhole in front of him. That's the last thing he ever did see, for the same hand grenade also blew out both his eyes. But his affliction has not dimmed his intriguing and sparkling personality. As Johnny says, he "sweet-talks" the ladies, and the other night he laughingly told me he was off to keep a "blind date." He's now training two lovebirds to be pets and he walks around the compound (with a friend for a guide) both lovebirds perched upon his shoulders.

Next there is Al, the lad who has had a brain injury. All knowledge contained in that part of the brain tissue which has been destroyed is lost forever and must be re-learned. Al is partly paralyzed and is mute, but the doctors predict that there will be a partial recovery. He can no longer read or write, does not recognize colors and is limited even in gestures. Oddly enough, however, he can still add and subtract. At the doctor's request, we have stapled bits of colored felt—bright red, vivid blue, green, black, white, yellow—to bits of paper and in block letters written red, blue, green, and so on, on each. He understands everything you say and each day Sis, the Red Cross worker who is assigned to his ward, spends about an hour with him. She holds up the sheets of paper and says, "Al, this is red," or "blue," as the case may be, repeating it until she feels he understands. She is also teaching him the use of his vocal chords and tells him how to place his tongue in order to articulate. He now says, "Oh boy," "Oh pooh," and "Sis." Progress is slow, but nevertheless he is making great strides in the right direction. He is most eager to be able to read and write again. I have yet to see Al when he wasn't cheerful and smiling. I asked him, at an outdoor hamburger roast recently, whether he had had enough to eat and he laughingly rubbed his stomach and said, "Mmmm!" Incidentally, Al too is eighteen years old.

Duffy has a leg off above the knee, but he's terribly excited at the prospect of the beach trip we're taking tomorrow. He's eager to participate in all activities and functions. He expects to make a leather wallet, a cigarette case, and a toy kangaroo and dog. He's a grand lad, six feet, three inches tall, and I'm sure he'll not permit the loss of a limb to be a handicap to him. In fact, he's got such amazing spirit that I'm certain nothing in this universe will ever lick Duffy. . . .

We held a dance the other evening, and what do you suppose that rascal did? We handed out little white numbered paper pipes on which you were supposed to write your name and pin it to your lapel. Duffy wrote "Stumpy" on his and pinned it to

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his empty trouser leg. He greeted me with "Hi, Laura! meet Stumpy." Then, I was dancing with someone when Duffy came along, tapped the chap on the shoulder and proceeded to dance with me. I placed both my hands on his shoulder and he manipulated his crutches and we danced all around the dance floor. Then, bless his heart, if he didn't go and find the most attractive Australian girl in the place and dance that way with her all evening. . . .

One day I was on the ward when they were dressing Duffy's wound. He shouted, "Hey, Laura! come here and look at this —or don't you want to." I walked over

and looked at the leg and said, "Why, Duffy, it's fine"! to which he retorted, "Don't give me that stuff—it's fine."

However, when I insisted upon it, he took a mirror and looked at it himself. Then he nodded his head and agreed with me that he guessed it was all right. I'm convinced Duffy didn't give two hoots about my opinion, but he wanted to see my reaction. He wanted to see whether I would flinch or be repulsed, since I am an average layman. The doctors and nurses are of course professionals and he expects them to be able to take it quite calmly, but he wanted to see what my reaction would be. I'm happy to say I didn't flinch or, for that matter, bat an eyelash. God bless Duffy! He's back home in the States now and I hope and pray his mother will be fortified, so that she can face her boy without too much heartache, at least in his presence.

As the result of shock, Tommy stutters badly. It sometimes takes him several minutes to get a word out, but I never interrupt, nor do I assist him. Tommy is really improving and he'll tell you himself that he has a nervous disorder but he's certain he's going to get well.

Baker says he was "all mixed up." He thinks perhaps he's chickenhearted but, "When you see a man with his head blown off, even it it's a Japanese, it does something to you." I told Baker the wonder of it was that anybody came away normal at all. But I'm afraid it's still preying on his mind, because Baker has been returned to the locked ward.

Recently Evelyn serviced a hospital ship bringing in the sick and wounded right from the battlefield. Among the shock cases was a lad who spoke very slowly as though each word were an effort. He asked Evelyn to be kind to his friend whom no one liked because he was mean. Evelyn gave the lad a coca cola and assured him she would be kind to his friend. The friend was strapped to his bed and could not utter a sound. He stared directly ahead of him without the least expression in his face or eyes. Evelyn placed her arms under the lad's shoulders and put a glass of milk to his lips. He drank it. She broke up a sandwich bit by bit, and he ate that. She then lit a cigarette and held that to his lips and he smoked it—all the while staring directly in front of him, without a flicker of acknowledgment in his eyes. Then he began to shake and quiver all over. He managed to place his hand under her chin and uttered the only words he has thus far spoken, "We'll stick together."

I've written letters home for Cross, cut strings of packages he has received, and sewed buttons on his shirt because he has only a small stump left of what used to be a right arm. Cross is learning to write with his left hand, and the other day he proudly informed me he had written a five-page letter home. . . .

Then there is Wilber, whom I am just plain "mad" about. He had lost his right arm. He's a real southern gentleman; very soft-spoken, well-mannered, intelligent and refined. When I first came in the wards, when Wilber's amputation was very recent, he was so disconsolate, morose and inconsolable that my heart ached for him. I said little to him in those early days because I felt he wanted to be left alone. To the occasional query which I put to him, he would answer merely, "Yes ma'am," or "No, ma'am." But very gradually I began to note a change (it was not due to my efforts but his own natural healthy reaction), and when one day I asked him if he wouldn't like something to read, I was delighted when he said yes. Most of the boys asked for Westerns or Perry Mason mysteries, but not Wilber. He wanted only good literature and the library didn't hold enough to please him. I brought him Bromfields, Dreisers, "Sorrel & Son," "Rebecca," and others, and I was truly elated when one day he asked me to leave some stationery so that he could learn to write with his left hand.

Wilber was among those patients whom I took to town to see a show and I sat next to him and held his left hand all evening so that he wouldn't feel too badly when he couldn't applaud.

Just before Wilber left (he too is now back in the States) he told me the most exciting bit of news. His boss had written to reassure him; to say that as soon as he was discharged from the marines his job would be waiting for him and he was not to worry about a thing. What's more, his boss had lost his left arm in almost the same place as Wilber's right (almost to the shoulder) and both he and his wife insisted that Wilber come to live with them because he could teach Wilber things no one else could. . . .

Somewhere in New Guinea

It was with deep regret that I said goodbye to the navy, even though this new army assignment is something in the nature of a promotion. . . .

As soon as I arrived here, I plunged into my new routine. Daily rounds of the wards dispensing comfort articles; card parties, bingo parties, and social service work are among my many activities. The boys here have named me Sunshine and I am frequently met with shouts of "Sunshine, come in here, my morale is low," when passing a favorite ward. And how the boys can think us still desirable in these awful slacks and heavy GI shoes, is more than I can understand. . . .

Our movie is an outdoor theater and when recently we had a particularly excellent film and a tropical storm rose in the middle of it, no one moved. . . .

Here, unlike the mainland, I find that the soldier speaks frequently of combat. Although I never encourage such conversation, nevertheless I don't stop a lad when he talks of his own volition, as I feel it is best he get it off his mind. Typical of the many tales I hear is the one which Sullivan told me.

He was one of five of a forward guard accompanying a ration train, and the only one to survive to tell the tale. They were not anticipating trouble and almost before they realized what had occurred, they were in the midst of it. The lad alongside of him jumped into the bushes and was met by three Japanese bayonets.

When he was hit, Sullivan says, by shrapnel in his shoulder and back of his head, he felt as though the whole top of his head had been torn assunder. His

first desire was to lie down and quietly die. It would have felt so good and peaceful, he said. But in that instant, thoughts of his family and how they would grieve passed through his mind and he felt he had to go on. Three Japanese were coming toward him and Sully held a tommy gun in his hand. He opened up and just emptied the gun into them. It stopped two Japanese in their tracks, his bullets having cut them almost in half. But now his gun was empty and the third Jap kept coming toward him with fixed bayonet. He raised his own rifle to ward off the blow. The Jap struck once and only slightly stunned the lad. But he then succeeded in knocking the rifle out of Sully's hand and plunged with his bayonet, which penetrated the right side of Sully's nose just below the eye and broke his nose. Sully threw off his opponent and then jumped him with outstretched

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hands. His fingers encircled the Jap's throat and Sully hung on. At first the enemy frantically clawed at his hands, then he gurgled, turned a deep purple, and remained inert. "Then," says Sully, "I held on a little longer for good measure."

He now reached for his sulfa pills which were suspended around his waist, but he was so dazed and stunned, he could not find them. After frantically tearing at his belt, he called to his buddies above, "I need help down here." At the approach of footsteps he looked up and instead of one of our own men, he discovered another Japanese coming toward him. This time Sullivan was too weak to put up any resistance and on all fours he crawled wildly up the hill toward the ration train. These lads were unarmed, but one of them had succeeded in getting a revolver from a dead Jap and he killed the last remaining Jap. By this time the rear guard and come forward and they gave Sully his sulfa tablets and waited for the arrival of the medical staff. About twenty minutes later the medics arrived, gave Sully a shot of morphine and some plasma, and prepared to remove him to the hospital.

Sully says he sure felt sorry for the lads who had to carry him all the way, as the jungles were so dense and the terrain so rough and rugged that sometimes they almost carried the stretcher perpendicular. In his half-conscious state he hung on, sometimes by hooking his legs around the stretcher.

He's a lucky lad because the only visible signs of his struggle is a crooked smile where shrapnel entered his chin.

Stop Calling Them Problems

A warning to social agencies from the executive secretary, National Publicity Council for Health and Welfare Services, SALLIE BRIGHT.

As far back as 1943, communities everywhere began to have committee meetings to plan local services to veterans. Some of us cringed when headline after headline appeared with variations of the theme, "Veterans Seen as Big Problem." There was no joy of welcome for our returning servicemen, no pride, no love in those headlines, even though the American people were undoubtedly joyful, proud, and affectionate toward their home-coming sons and daughters. The general impression the newspapers gave was that everyone was viewing with alarm, when all the time people were only worried, as any parents would be if their children were returning from a long journey and the house were not in order.

For the most part, it was not the social workers who were doing the talking in this early stage. Social workers are not always quick to assume leadership, and besides, here was something in which almost everybody was in some way concerned. As voices rose in a mighty clamor, some people even said openly that social agencies would not be welcome as participants in plans because "Our boys didn't want charity." It was at this point that our failure to have interpreted social work as something other than "charity" hit us full in the face.

The same mistake was being made with the veterans as the one laymen, professionals, popular writers, and social work interpreters alike had made earlier in attempts to deal with the rising tide of juvenile delinquency. Instead of sounding like people who, with love and understanding, were preparing to stand by when their children were having difficulties, everyone lumped all the troubled youngsters together as a "problem" and discussed it so loudly that even the juveniles themselves began to talk about being "delinquent." The mistake lay not in speaking up about the difficulties young people were facing, but in speaking up ineptly and with no warmth and no manifestation of the privilege of being on hand to serve them. Similarly, the early headlines about the "problem of the veteran" showed the same lack of warmth and the same dismay.

Agency Literature

After the first burst of news about community meetings to consider the "problem of the veteran," apprehension simmered down. Now was the time for a flow of material from social agencies—booklets and folders to explain their services to the returning veteran and to his family, interpretation calculated to calm the veteran's fear of "charity." Now was the time for social workers to begin public "attitude education" campaigns, taking the lead in explaining the experiences veterans had had; the ways in which individual veterans might react to homecoming, the helpful things which families and friends could do to make the transition from military to civilian life smooth and pleasant.

But only a trickle of such literature appeared. True, a few agencies put out "Welcome Home" booklets for distribution to the men checking in at their draft boards, and through other channels. Some of this material was excellent, even when the authors had had to struggle to put social services on a non-charity basis in the face of a corporate agency name containing the word "Charities." Paradoxically, one or two group work agencies, which do not labor under the relief stigma, approached the reader by saying no veteran in their town who needed a bed and a meal would suffer as long as these agencies were around—an obvious, albeit unintentional, inference that those veterans who had beds and board were not their first concern.

Perhaps the fact that thousands of our servicemen and women are already home has caused some of the confusion in the interpretation job social workers are doing to arouse communities to survey existing services and build new ones, to present those services acceptably to the veterans themselves, and to help employers, families, and the public gain an understanding of what the veteran has gone through and what he may want of us. Suddenly, we have found ourselves in the position of people who badly need some props we have not yet had time to build. Among these is a wide public understanding of the human mind and the human personality. We are faced with the responsibility to give advice which embodies all the accumulated, and still incomplete, knowledge we can muster about human relationships.

Another foundation we have not had time to build, and of which we are in sore need now, is the public acceptance of social work as something more than "charity." As social workers, we must make respectable to veterans' eyes services which are only now struggling out from under this historic stigma. It is especially embarrassing that all our halting efforts must be made in plain view of those veterans who have already come home and are listening to what we have to say along with the rest of the public to whom we are trying to bring our messages. Therefore, we must choose between being politely silent, hoping that somehow things will take care of themselves, or

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speaking out. Some social agencies have spoken out, in the conviction that things never "take care of themselves"; others have remained silent; a few have climbed on the veteran bandwagon when their program of services hardly warrants their being there.

Good and bad together, the literature produced by social agencies for or about veterans has represented only a trickle in the vast amount of material on the subject which has appeared in all channels of public information. The newspapers have conducted a tremendous campaign to help ease the veterans' return to civilian life. Some have even set up their own information centers; others have made booklets for distribution to returned servicemen and their families. A number have started information columns for veterans. Feature stories about the veteran and his needs have been in practically all the papers. The tone in these has been uneven, and still is. Again, some unfortunate headlines have used such phrases as "mental misfits" to describe the men discharged for neuropsychiatric reasons. One of the latest columns to be introduced in a metropolitan daily has the unhappy title, "The Veteran Problem." Though the writers of these stories and columns have consulted with army and civilian psychiatrists and some social agencies, only in a few instances have social agencies acted as producers rather than consultants in this wave of public explanation in behalf of the veteran.

The Popular Approach

Meanwhile, the periodicals and the radio have swung into action. For some months, now, scarcely an issue of a popular magazine has appeared without some treatment of the veteran, and almost every radio soap opera on the air has introduced a new character—the returned serviceman. These articles, stories, and programs have roused some protest from servicemen, who dislike reading about themselves, as a group with predictable and uniform reactions.

One significant difference stands out in the approach to the veteran in popular fiction or radio drama and in most of the booklets and folders issued by social agencies. This is the presence of the ingredient, love. It does not provide an answer for social agencies to ignore this ingredient and say that popular fiction writers and radio writers are being "corny" and unsound for the sake of a tear-jerking effect. On the contrary, these writers have done a great deal of research and checking with authorities. Such agencies as the National Committee for Mental Hygiene attest to the fact that the general tone and content of their material is sound and healthy. The real difference between the popular material and the material coming out of social and civic agencies is that the reader of the popular material is made to love the veteran, just as the heroine in the story loves him, and the reader of the social agency material is not made to love him because he does not live and breathe except as a "problem."

A Natural Reaction

Those writers and agencies who have spoken out in an effort to bring help to people who might need it—the families, wives, sweethearts, employers, and friends of veterans—are now being hit by a wave of "Leave them alone!" sentiment. In a recent issue of the *Reader's Digest* a scorching piece reproduced from *Common Sense* is directed against persons who are attempting to say how the veteran should be treated on his return. The *New Yorker,* in a less vitriolic and rather healthy and amusing reminder, advises wives not to be self-conscious and tells them that "a husband would rather be caught in the beam of an enemy searchlight than in the awful glare of an understanding woman." Here and there, on the radio or in a letter to the editor, a veteran himself will lash out against the "busybodies."

To my mind, the most telling of the criticisms we have had from the soldiers themselves was contained in a letter published in the army newspaper, *Stars and Stripes,* and reprinted, this last February, in the *New York Herald-Tribune.* Private C. J. Becwar writes that the soldiers abroad "deeply resent being looked upon as a mob of returning sheep."

That is where we have made our mistake.

What we seem to be missing is the fact that there is a difference between *having* a problem and *being* a problem. Even if he is a little worried about what he is going to do about his job or his education or his future, a boy sitting in a lonely foxhole in a faraway country dreaming of the day he will come back is thinking mainly about how wonderful it will be to be with his family and friends. He thinks that the home folks will be just as glad as he is to have him at home again. And he is right. It is an unhappy circumstance, then, that so much of what appears in print, some of it right out of the mouths of social workers, should present him as a "problem" who will come home bringing burdens for himself and his community.

Our communities will eventually include three groups of veterans. First, are those who are already home or on their way, with a discharge for physical or mental reasons. They will continue to be the center of attention for some time, although we already have word that many magazine editors are no longer accepting material on discharged servicemen because the theme is beginning to wear out. The second group of veterans will be the victors, coming home with brass bands and parades, and stimulating another surge of publicity—this time a joyful and triumphant one. Finally, the third group, the men who have remained overseas to mop up or act as occupation troops, will gradually come home without much fanfare. It is probably safe to assume that after a while we will be faced with an incongruous situation including, on the one hand, an increase in the volume of veterans' needs and, on the other hand, a decrease in attention to these needs from the press and the radio, which will have moved on to other postwar subjects.

Then social agencies will be in a new position. The public media will no longer be taking the initiative in the job of building public understanding about the veteran. The responsibility will be left to those serving the veteran and close to his needs and his situation.

Attitude Education

It is impossible to predict just what this will mean, because there is no way of measuring what the impact of service to veterans is going to be on the peacetime social agency. The scope of what social agencies can do in the way of public education on a long term basis will depend on the extent to which their own work is affected by the needs of veterans. However, few persons are any longer so naive as to suppose that social agencies are not going to be increasingly in the center of activity insofar as the adjustment of veterans and their families is concerned. Whether an agency's "attitude education" job will merely take the form of recognizing the veteran in the routine reports of the work the agency is doing, or whether the agency plans to throw itself bodily into the job of building understanding through discussion groups, meetings of veterans' families and employers, booklets, leaflets, flyers, and radio programs, one fact must be remembered:

American veterans are our own sons and daughters who have left their homes and schools and jobs to go to war for their country.

The extent of the problems they will have on their return is not yet known. Perhaps it will tax the strength of our agencies to the utmost to help with even the small percentage of the veterans who will have serious adjustment problems. But, in describing those whom we will serve, let us forever forsake our social work habit of labeling our clientele as "problems."

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Something Besides Doctors

NANCY JOHNSTON, director of social service, Grady Memorial Hospital, Atlanta, tells about the social component in medicine.

ONE morning, a woman looked across her desk in the hospital and saw an ancient gray-haired Negro, neat in his poverty. The woman's position was classified on the payrolls of the southern city where the hospital was situated as "Medical Social Worker," but to the old man she was one of the "sociable service ladies." "Mistis," he said, "de doctah tell me to come to you."

"De polices," he continued, without waiting for her to ask the usual questions, "dey come down and tole me I must quit selling peanuts where I'se always sole peanuts. I ain't never had trouble with the law. All de motormens and conductors at de Butler Barn knows me and dey all buys peanuts from me. I work till twelve every night and makes a living and now dey tells me I can't stand still and sell. Dey says I'se got to walk around and, Mistis, de heart doctah tell me my heart is too bad to walk. 'Sides dat, plenty of other people on the street sits down and sells all day."

"Have you had any trouble with anybody around there or with the officer on that street?" asked "de lady."

"I ain't had any trouble with anybody 'cept my wife. Dey says I put peanut hulls on the sidewalk 'cause I feeds de pigeons, but I feeds them on de street, not on de sidewalk. Dese was polices dat come late one night on a motorcycle and tole me I couldn't stand and sell."

"Sit down," said she, "and we will see what can be done."

Often the lady knew what to do and said so, but often she didn't. Then she always said, "We will see." The old man sat down and put by him a large tin box such as grocers use for crackers they sell in bulk. Holes cut in the box held a strong cord which made it into a sort of knapsack.

"What's in your box?" asked the lady.

He opened it. The old man was like a soldier on march. Here he carried his little personal effects: soap, toothbrush, an extra pair of shoes, and a razor. The contents told the story of the lodging house life where property rights did not exist. As he put down his hat, "de lady" saw a peanut twisted with a piece of wire in the shredded ribbon band. She felt very inadequate. Here was a story. Pathos, courage, pride, and righteous indignation were assembled in the person of this little old, disabled man.

The lady made a telephone call to the chief of police, and explained that the dean of the medical college had written some years earlier to the Department of Public Welfare that Hamp should have whatever help was available as he was totally disabled from a severe heart condition. The telephone call worked no charm. "Licenses to indigents did not permit the holder to stand in one place, for they would interfere with the trade of licensed merchants."

All of this meant nothing to Hamp. "Keep your place clean. Don't let customers throw hulls down. Talk to the police," was all the social service worker could say. Hamp listened, but his attitude in leaving was, "you can't do nothin'."

And he was right. Her only solution was to suggest to him that he go on relief, but he wanted none of it.

"I'se built up a good trade. I wants to sell my peanuts. De motormens wants to buy them, too."

"And so," thought the lady, "this is just another one I couldn't help, only he had pluck." She tried to dismiss the case, but the knapsack and the peanut remained in her mind. Maybe she ought to make a home visit, she thought, though her reason told her, if she found his home, she could not change the law nor the way it was administered. However, she could make a call on another patient who lived on Hamp's street.

As she neared the street, the heat rose from the pavement like sheets of cellophane and disappeared in the atmosphere. She could feel eyes peering at her and doors opening softly, for she was an unusual sight on Valentine Street. Soon she saw Hamp, complete with knapsack and peanut-trimmed hat. He never questioned but what she had come to see him and him alone. Why shouldn't she? When a man stood to lose his business, he was not surprised to see one of the "sociable service ladies" come out to see him. He showed her the corner where he had stood, "de pigeons" he had fed, "not on de sidewalk, but on de street, and dem odders settin' down selling."

"You see across the street dem odders. Dey sits there and sells all day long and the polices don't say nothin' to dem." He was right. There they were selling small foods and fruits and apparently unmolested by the law. The lady's thoughts about the police were not charitable, but she said nothing and instead asked for details about Hamp which she had neglected to get at their first meeting. When she asked him for his age, he said, "I just don't know, but when dey came around asking how ole we all is, I told dem between 45 and 65 'cause I don't want to get in no trouble." This seemed a wide, if not accurate margin for possible error. Again, she made suggestions which she knew to be futile and by the respectful restraint with which they were received, she knew Hamp's opinion of them.

When she asked for a short-cut back to the hospital, Hamp was firm in his insistence that she should not go that way, and he escorted her back to the way a lady should go. "De lady" felt his respectful resentment that she was not helping him, a poor, sick man, walking all day, trying to sell peanuts.

When she got back to the hospital, she set in motion the routine of getting an old age pension for him. In a few days, the relief office called to say that he had declined the pension, saying that he wanted to work.

The heat, long hours, and little food did their work, and soon Hamp came in dangerously ill. "De lady" had put a note on the chart in which she had mentioned "policemen over-zealous in pursuit of duty." She had grown gray attempting to interpret the social component of medicine to busy doctors, but the story she told was now effective and real indignation was aroused. When she went to her desk, she found a note from one interne telling of the suggestion of a staff physician that she write a member of the city council who was interested in the hos-

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pital. Another interne came to her and told her that Hamp would die if something was not done to stop his walking around from morning to midnight.

So the councilman received a letter. "De lady" wished she could draw pictures and write stories. She merely told the story as it was and expressed the hope that an exception might be made to the law for this old man who wanted so much to help himself.

The councilman telephoned the next day. He was a man of few but effective words. "Tell that old peanut vender he can sell on every damn corner in this man's town. If anyone says anything to him, tell them to come to me."

The message was translated from its colorful language and Hamp had a written statement of his privileges.

Some weeks later he came in neatly dressed, calm, and quiet in his manner.

"I jes wanted to thank you Mistis, for what you done for me."

She checked his gratitude and asked how his business was. "It's pretty good. I bought a cart and an oil lantern."

"Why a lantern, Hamp?"

"'Cause at night I don't want to be in de way of de traffic and, if I has a light, den de law can't say nothin'."

The social worker thought that this case was a good illustration of what part her work played in the life of the hospital. Hamp's health was benefited by medical means, but social component had to be added to insure that this benefit have some permanence. She intended to bring this point home to the doctors.

"Hamp," she said, "you really ought to go thank Dr. Willett and at the same time show him how well you are getting on. He helped you get that letter."

"I'se done that, Mistis," he said, in a tone that suggested she must think him remiss not to have attended to that first.

The social component in medicine seemed well interpreted.

A HEALTH PLAN FOR MANITOBA

CHARLOTTE WHITTON

A BROAD health and medical care program just adopted by the legislature of Manitoba gives promise of both immediate and long term significance. Particularly important is its distinction between the metropolitan center of Winnipeg, with a third of the province's population, and far flung rural Manitoba, with half a million population, which averages about two people to the square mile. Initial services are to be directed to this "under-served" rural area.

The plan falls into four main parts, covering preventive health services, diagnostic services, medical care, and hospitalization.

Health Units

Control of communicable disease, tuberculosis, and venereal disease, maternal and infant welfare, pre-school and school health services, will be administered by local health units under the auspices of lay boards, each with a full time medical officer. This officer will supervise the inspection of food, water, sewage, and the like. In addition, he may act as regional supervisor of vital statistics and conduct a general program of health education. Inspection of all social institutions in the locality will be under his direction. He will also advise on housing projects and collaborate in the establishment of mental clinics.

Two thirds of the cost of each unit will be borne by the province, one third by the local authorities. The net new cost to the province for the expanded program is estimated at $26,000 for capital expenditures and $265,000 for annual maintenance and operating costs.

At present, neither private physicians nor any but the largest hospitals can support adequate diagnostic services. The plan therefore provides for three major diagnostic centers located in the cities of Winnipeg, Brandon, and Dauphin, with full time medical radiologist and bacteriologist-pathologist services in each. In addition, all rural hospitals will be provided with X-ray and laboratory equipment, with a resident technician, and be supervised from these key centers. Services will be provided to any citizen at public expense, on reference of a regular practitioner.

The province will meet the entire capital cost, $300,000, except in Winnipeg, where facilities are already set up. For Winnipeg as well as the rural area, the province will carry roughly two thirds of annual operating costs as the estimated cost of 50 cents per capita in the area served, at an annual aggregate estimated cost of $242,600. Should the cost exceed 50 cents per head, the municipality will take the excess.

General Medical Care

The plan for general medical care does not include Winnipeg, but is based on successful experimentation with a municipal doctor's plan in a number of other sections. A doctor will be employed, either on a salary or per capita fee basis, as the locality desires, with regular holidays and leave for postgraduate study assured. His services will be available to any taxpayer on call.

In the municipalities, the cost will be shared between the local authorities and the province, the latter contributing up to 50 cents per head per year. In the unorganized areas, the province will assume the entire cost, estimated at $84,000 per year. The total cost to the province will be $310,000 annually.

The plans for hospitalization are primarily to provide finances for new rural facilities and increased operating expenditures. Generally, the province will spend up to $19,000 in smaller municipalities to assist in remodeling present plants, and up to $15,000 to establish nursing stations in remote areas. In addition, municipal needs for altering present hospital plants or erecting new ones call for a capital expenditure of $1,000,000.

Present per diem grants for operating costs are to be increased both by the localities and by the province to assure a maximum per capita per diem payment on all hospitalized cases of $1.75 by the locality and 50 cents by the province. A quarter to a third of the population is now covered by a group (Blue Cross) plan. A special grant will probably be made to expand clinical teaching resources in Winnipeg in order to increase the supply of professional personnel available to the entire province.

The whole plan is neither social medicine nor insurance, but one to provide health utilities and services at public cost. It is assured an integrated administration by its location in the Ministry of Health and Welfare. Local municipalities must accept the public health program in order to qualify for provincial assistance in the diagnostic, medical care, and hospitalization features of the program.

Research

Small research grants in local areas will be provided to encourage ambitious local men, especially in administrative problems, but these will be designed to fit into any federal research scheme.

The merit of the Manitoba plan is that while it is conceived in terms of long run, fundamental policies, the immediate needs of the province are put first. These are for better health services in rural areas, reduction at once of expensive services for the Winnipeg citizen of average means, some relief to every hospital in the province, happier conditions for the rural medical practitioner and a definite plan for every municipality.

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The Merit System Belongs To You

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DOROTHY DEMING tells of several ways in which health and welfare agencies, public and private, can help make civil service work.

For over sixty years, since the first federal civil service law of 1883, the American people have been on record as believing that appointments in the public service should be made on the basis of ability and capacity, rather than as personal patronage or as a reward for party loyalty. But it is no easy jump from the happy-go-lucky policy which permits placing one's friends in lucrative offices, to a legal system requiring the impartial selection of a candidate from among several whose training and experience qualify them for the job.

The transition is not made any simpler by the fact that the merit system, or civil service, is administered by several different governmental groups: the U. S. Civil Service Commission, which controls federal appointments; state commissions responsible for appointments to state offices; and some thousand city and county civil service commissions which control appointments in such departments as police, fire, health, and highways. Not only do rules, regulations, and administrative efficiency vary in each of these jurisdictions, but detailed regulations within a jurisdiction also may vary, causing further confusion and dissatisfaction. Nevertheless, time has shown and authorities agree that a well administered civil service law, based on the principle of nonpartisan selection and promotion by merit, is the best and fairest method yet devised to secure the appointment and retention of satisfactory personnel in the public service.

Our problem, therefore, is how to make civil service work, or at least, how to make it work much better than it does. For the federal government is now our country's largest employer. Its total payrolls run into billions of dollars. To this must be added the payroll of the half million or more appointees under state, county, and local civil service systems—New York City alone had 119,828 in 1938.

The past fifteen years have put government in the ranks of "big business," and civil service administrators have had to search for professional and technical personnel on a scale never equaled in our history. Many of the fields of work have become highly specialized. We like to think that it would be impossible today to place the administration of a health or welfare department in the hands of the governor's old college classmate, just as it would be unthinkable to turn over a billion-dollar insurance business to a town clerk.

Size, however, is no guarantee against either corrupt practice or inefficient administration. Rather, the opposite is true, and as we realize how often in the daily lives of every one of us we are dependent on the capacities of our civil servants, there must come a sobering realization of our individual obligation to help make civil service become a truly effective instrument of democracy.

Health and Welfare

Nowhere is this more pertinent than in respect to the very rapidly expanded governmental services now concerned with health, welfare, and recreation. Social and public health workers, especially those in voluntary agencies, had only a bowing acquaintance with civil service prior to 1929-1930. Frequently, the bow was both distant and cold. A great many of us considered civil service a good thing to support in theory, but few actually gave the personal time and thought necessary to understand its principles or to participate in its establishment. Then came those depression years when social workers by the hundreds shifted with dizzying rapidity from private to public employment, and found themselves not only shaking hands with civil service, but living in the same house with it. In 1939, Alice Campbell Klein stated the situation tersely: "Suddenly they (social workers) are coming to realize that not only considerations of a general social nature but also professional considerations and even self-interest urgently suggest that vagueness be resolved into alert understanding (of civil service procedures). . ."

The depression was barely over when the passage of the Social Security Act in 1935, and its amendments in 1939, brought many more positions in public welfare agencies and in public health departments under a merit system. Public health workers in every state in the union, holding positions in agencies aided by federal funds allocated to the state, learned that they had to be appointed on the basis of merit under state rules approved at Washington. To many incumbents this meant, for the first time, not only a written examination but a rating of their training and experience for the job. Public health nurses, for example, holding jobs since long before 1939, who thought of themselves as well established members of a department, in many instances were asked to take a written examination along with new applicants. Even the terminology of the merit system was unfamiliar to this group in the beginning. It was not easy medicine to take.

The establishment of merit systems in the unemployment compensation, public assistance, and public health programs during 1939-1940, besides introducing thousands of workers to the system for the first time, also made for uniformity of standards and simplicity in administration. The Social Security Board, Children's Bureau, and U. S. Public Health Service offered to assist states in putting the recommended systems into effect. By the end of 1942 every state had drawn up acceptable merit or civil service systems.

Roughly, therefore, the present situation in the United States in respect to merit system coverage of welfare and health services is this:

1. The U. S. Civil Service covers all public positions in the District of Columbia, in national, regional, and state offices of the Social Security Board, U. S. Public Health Service, Children's Bureau, Veterans Administration, Office of Indian Affairs, and similar federal agencies.

2. Most states have civil service or merit systems which cover public welfare, public health, and other social services which are state administered. Where federal money is used, these systems must be approved federally.

3. City and county civil service commissions control personnel appointments in local health, welfare, hospital, and recreation departments.

Aches and Pains

The rapidity with which health and social work positions have been put under civil service has created stress within the machinery, some of which still belongs to the horse and buggy days of administration. As in any other business, success depends largely on the efficiency and integrity of the administrator, and there are all too few qualified administrators. There are still places where patronage practices are in force, where appointments

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must be politically approved, where the retirement of one party means a wasteful turnover of employes (estimated cost of breaking in a new employe is one quarter of the first year's salary), and where coercion to support a party, even to the point of a levy on salary, still occurs. Perhaps the most tragic result of such weaknesses is the failure to make public service interesting to the ambitious young man or woman starting a career. One unfortunate experience of this kind, and the employe will regard public service as a dead end, the merit system as a farce, and seek a job with greater security and promise of advancement.

Other weak points of policy and administration which still work against the best use of the system, include:

1. Residence requirements which close the door to qualified persons outside the jurisdiction, even though no qualified residents present themselves.

2. Restriction of the choice of candidates to the top man on the register (eligible list) instead of permitting the appointing officer to pick from the top three, five or eight.

3. Exemption of certain classes from examination—a policy justified in very highly skilled jobs with a restricted supply of candidates, but dangerous if made generally applicable.

4. Too short probationary periods for upper level positions: e.g., three months instead of six, eight, or even twelve months.

5. Extension of provisional temporary appointments until they are virtually permanent.

6. Failure to provide a fair retirement plan.

7. Promotion based on length of service only, instead of from class to class with clearcut qualifications to be met at each level.

8. Too generous interpretation of veterans' preferences.

This last is a pitfall, just ahead. There is real danger that veterans with disability claims, seniority, and long military service may become a threat to the objective, impartial selection of qualified personnel after the war. Carefully worked out preferences for our returning servicemen are no more than fair and right, but there is no virtue in placing inferior men and women in key positions just because they are veterans. That course threatens the very way of life we have been fighting for, and will be as frustrating to the veteran as it will be disruptive to the civil service. Many of the general policies for administering veterans' preferences recommended by the Civil Service Assembly of the United States and Canada are appropriate to the fields of public health and social work — such as: continued

recognition of the democratic principle of open competition on the basis of merit and fitness; a passing mark as a prerequisite to preference consideration; preference limited to entrance examinations, not applicable to promotions; preference credit for non-disabled veterans of not more than five credit points on the basis of 100—for disabled veterans, of not more than five credit points on the preference to a period of five years after the war—or after discharge from war services, whichever is later.

Where Help Is Needed

Social work has many voluntary organizations dedicated to the improvement of service—national agencies, professional associations, local councils and federations. Yet in the face of rapid expansion of our civil service machinery, there has been all too little systematic effort among these, either to cooperate with civil service administrators or to work for improvement in administration where that is necessary. For there is much that social agencies and social work leadership at all levels can do to make the merit system work better than it does. Not only do good civil service administrators want help, but at certain points effective assistance from outside sources is indispensable to good administration.

What are these points? They will vary with time and jurisdiction, but four are almost always important—at any time or place.

First, the merit system of any particular jurisdiction, local, state, or federal, needs the backing of an informed public opinion. Agencies and individuals can help secure that by acquiring first-hand knowledge of its directing personnel, its particular rules and regulations, by promoting understanding of its strengths, and organizing to protest against its weaknesses.

Second, every civil service administrator needs professional help in writing job specifications and requirements. In the health and welfare field alone, the number of different kinds of professional and technical positions for which examinations must be held, is legion. And these are only a part of civil service's responsibility. Even the best administrative staff will not possess the variety of specialized knowledge requisite to prepare the right specifications for all of the positions they cover. It is especially important to be sure that job descriptions are up to date, that they tally with the functions actually performed by the worker on the job, and that salaries are commensurate with these duties. Competent assistance provided at this point can do much to improve the quality of our public services.

Third, equally, and for the same reasons, do civil service administrators need help in preparing written examinations for specialized positions. Here is the crucial device by which large numbers of applicants are tested and screened. If the particular examination is well conceived, it can do much to ensure the ultimate selection of competent personnel. And where, for more important administrative or technical positions, an oral interview is required, the administration needs help in securing competent people to sit on the board which will conduct it.

Fourth, even in normal times, and doubly so in this period of manpower shortage, does the civil service need help in recruiting candidates for key positions which it is called upon to fill. After all, bricks cannot be made without straw, and it is unfair to expect even the best administration to pass this particular miracle. Social agencies and professional groups have no right to evade this responsibility, and at the same time be unduly critical of the public service for lack of quality in its leadership.

Social workers from voluntary agencies who put their shoulders to the wheel in any or all of these ways, will find that the values are by no means one-sided. For most of private social work has too long delayed the development of testing techniques for the appointment and promotion of personnel. Our judgments have frequently been highly subjective, seldom measured against a standard rating scale for acceptable performance, and all too often, like timetables, "subject to change without notice." Merit system executives are familiar with testing techniques, and we can learn much from them. It is a soul-searching experience to try to answer some of the questions which they must ask; for example:

By what measurable and uniformly applied criteria do we promote caseworkers to supervisory positions?

Have we the type of service rating which can be used to check the actual performance of a staff member against the score made on the written examination,

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thereby getting some idea of the efficiency of our selective process?

When we rate an applicant at an oral interview against an objective scale, are we weighing the points in the degree to which they are essential in the particular job for which he is applying?

What equivalents are we willing to accept in a given position for special training, or a college degree, or rural experience?

What, in order to guide the civil service classification staff, do we agree are the fundamental requirements in a case-work supervisor?

Such an analysis of the strength and quality of the threads which make the fabric of social work is a test of our understanding of the work which needs to be done, and how to do it. Experience in working with the merit system is bound to make anyone a fairer personnel director and a better interpreter of social work goals.

Good Beginnings

Fortunately, voluntary agencies are beginning to seize the opportunity offered them. For example, the American Public Health Association is giving concrete and constructive help to state merit system councils by supplying examination materials for use in examinations of public health personnel. Questions of an objective type have been constructed by practicing members of the various professional groups in this field—public health nurses, sanitary engineers, laboratory technicians—submitted to consultants in each specialty, passed on by expert test technicians, compiled as complete examinations, and sold to the state merit system councils. The merit system unit, functioning since 1941 under a subcommittee of the APHA professional education committee, has to date compiled approximately ninety-five examinations for use in nineteen states. This is far-reaching and practical help on a large scale from an impartial, non-governmental body in which the profession has confidence. Nothing comparable to it has ever been attempted.

On the state level, groups of social workers and public health workers have given sporadic assistance to state merit system staffs. There are, for example, some nineteen civil service committees of state nurses' associations cooperating with the staffs in a variety of ways. In local jurisdictions, help has been mainly on an individual basis, paid service in the examining process being a frequent form.

In nearly all instances, merit system directors welcome this kind of professional help. Frequently they mean to seek it, but are just too busy. Particularly are they eager for help in recruiting candidates. Although private agencies are naturally reluctant to lose members of their staff, they are coming to realize that their own level of accomplishment can be raised or lowered by the quality of staff in the public agency.

Finally, at all three levels, there are good reasons for pooling our voluntary efforts to strengthen our merit systems. The things that need to be done are basically the same for all fields—health, welfare, and recreation. While the content of examinations, the needs and requirements for personnel differ in each field and, indeed, are different for each job, yet the task of organizing to provide help in writing specifications, giving examinations, recruiting personnel, is similar for all fields. And certainly responsibility for enlarging public support for our civil service system should be a joint responsibility of health and welfare agencies. Today, all too few people outside the public service itself understand the problem or see the dangers ahead for fair personnel practices that have been built up through the years. Tomorrow may be too late.

SO THEY SAY

» There should not be in American government what are known as "minority groups."—EDWARD MARTIN, *Governor of Pennsylvania, in his recent message to the state legislature.*

» Unless the problem of segregation can be solved, there is no hope of any alleviation of the race problem in America.—WILL W. ALEXANDER, *vice-president of the Julius Rosenwald Fund.*

» The penalties of educational neglect are heavy and inescapable. . . . The public school system is the agency through which the democratic state undertakes to perpetuate itself.—SENATOR LISTER HILL *of Alabama.*

» By the divine paradox, wherever there is one slave, there are two. So in the wonderful reciprocities of being, we can never reach the higher levels until all our fellows ascend with us. There is no true liberty for the individual except as he finds it in the liberty of all. There is no true security for the individual except as he finds it in the security of all.—EDWIN MARKHAM.

» If the structure of publicly supported primary and secondary education be conceived as a skyscraper of 157 stories, the Negro child in Mississippi will stand near the foot of the stairway between the seventh and eighth floors. Seventy-eight percent of all Negro children in the United States will be confined on and below the twenty-eighth floor. The public education for the white child will begin with its poorest opportunities on the thirty-seventh floor and will extend to the wide open spaces of New York on the one hundred fifty-seventh story.—MORDECAI WYATT JOHNSON, *president of Howard University.*

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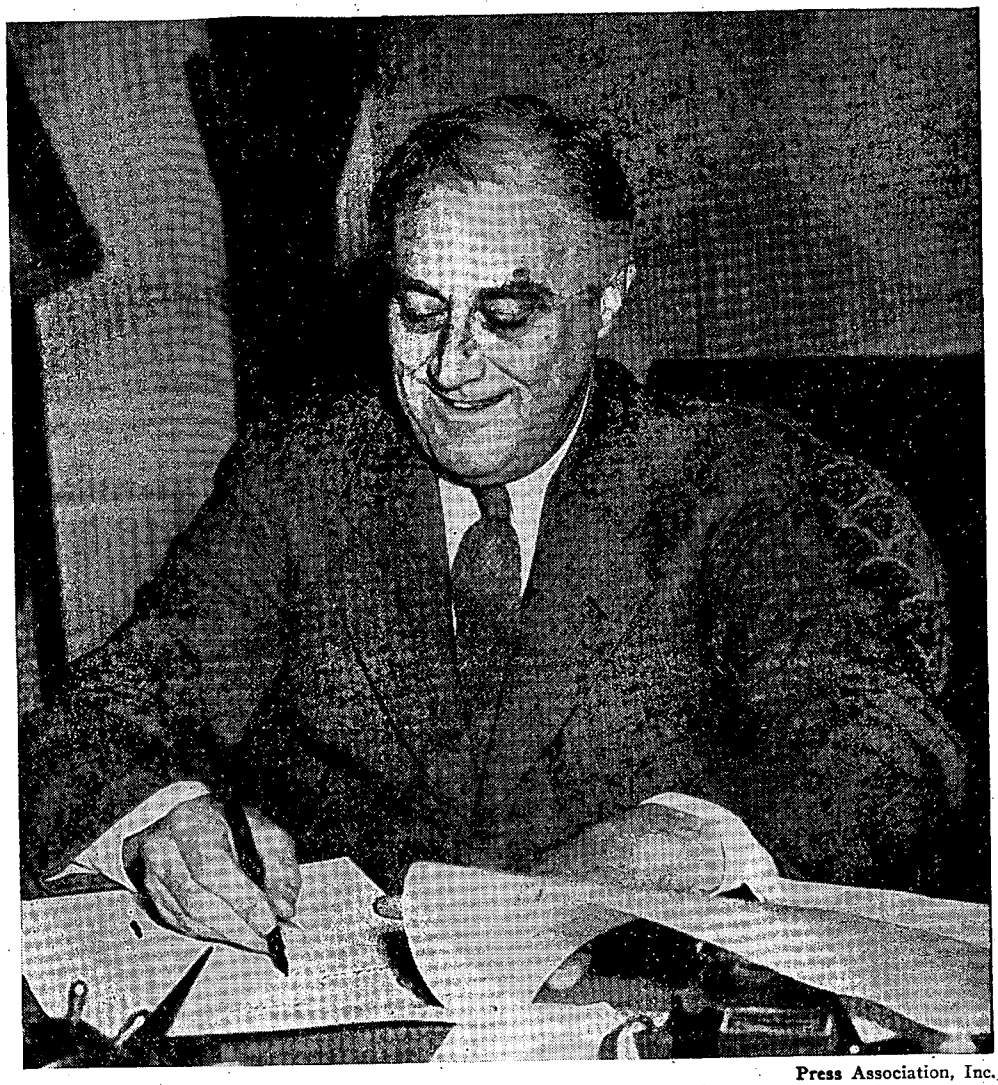
THE COMMON WELFARE

The Contribution of Franklin D. Roosevelt to Social Welfare

by

MARIETTA STEVENSON



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March 4, 1933—When Franklin Delano Roosevelt became President of the United States, the economic spiral of the depression had carried the country to the very brink of panic. In his inaugural address, President Roosevelt painted this grim picture of our situation:

"Values have shrunken to fantastic levels; taxes have risen; our ability to pay has fallen; government of all kinds is faced by serious curtailment of income; the means of exchange are frozen in the currents of trade; the withered leaves of industrial enterprise lie on every side; farmers find no market for their produce; the savings of many years in thousands of families are gone."

And then he lifted the heart of the American people with the confident words:

". . . the only thing we have to fear is fear itself—nameless, unreasoning, unjustified terror which paralyzes needed efforts to convert retreat into advance."

At last a voice rallied the nation to gird itself and go forth to battle against stagnation, unemployment, and want.

March 21, 1933—Recognition of unemployment and resulting need as no longer an individual or a local problem but a national responsibility was Franklin D. Roosevelt's basic contribution to the welfare field, the cornerstone of the whole structure of social security. He stated:

"If, as our Constitution tells us, our federal government was established among other things 'to promote the general welfare,' it is our plain duty to provide for that security on which welfare depends."

In this message, President Roosevelt outlined a threefold plan for the alleviation of unemployment and distress. Congress immediately approved the first phase of the plan, embodied in the Emergency Conservation Work Act. Soon thousands of jobless young men between eighteen and twenty-five years of age were at work in CCC camps throughout the country.

May, 1933—The second part of the plan was direct grants-in-aid to the states. With 15,000,000 men and women unemployed, and 4,000,000 families already on relief, state and local resources were wholly inadequate to the rapidly increasing burden. After several weeks of debate, Congress enacted the Federal Emergency Relief Act, making available to the states $500,000,000 for the relief of suffering caused by unemployment.

The third phase of the Administration attack was a public works program.

Summer, 1933—The National Industrial Recovery Act made funds available to "prime the pump" and free the flow of business and industry. The United States Employment Service was reorganized to help recovery through the organization of the labor market.

November 7, 1933—A Presidential order created the Civil Works Administration. "Regular work at regular wages" was the slogan of the drive for 4,000,000 "real jobs."

June 8, 1934—President Roosevelt sent a special message to Congress on his plans for social security:

"Next winter we may well undertake the great task of furthering the security of the citizen and his family through social insurance.

"This is not an untried experiment. Lessons of experience are available from states, from industries and from many nations of the civilized world. . . . I am looking for a sound means which I can recommend to provide at once security against several of the great disturbing factors in life—especially those which relate to unemployment and old age."

By executive order, he created the President's Committee on Economic Security, an advisory council, a technical board to develop a legislative program.

Summer, 1934—Drought laid waste over 60 percent of the area of the United States. The President and Congress utilized existing relief agencies to meet the mounting relief load. The United States Forest Service launched a gigantic relief-reforestation project and the newly appointed National Resources Board was

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asked to report to the President by December 1, on "all aspects of the problem of development and use of land, water, and other national resources."

January 4, 1935—President Roosevelt presented to Congress the plan for a works program, which was embodied in the Emergency Relief Appropriation Bill. He said:

"The lessons of history, confirmed by the evidence immediately before me, show conclusively that continued dependence upon relief induces a spiritual and moral disintegration fundamentally destructive to the national fibre. To dole out relief in this way is to administer a narcotic, a subtle destroyer of the human spirit. It is inimical to the dictates of sound policy. It is in violation of the traditions of America. Work must be found for able-bodied but destitute workers."

President Roosevelt recommended that Congress appropriate $4,000,000,000 for the next fiscal year to cover the costs of a works program, that the states assume responsibility for the unemployable, and that the federal government assume responsibility during the transition period.

Spring, 1935—Works Progress Administration (WPA) was set up.

The National Youth Administration, established by executive order as a part of WPA, was designed to provide employment for unemployed youth between sixteen and twenty-five years of age; to give student aid; to extend educational and recreational facilities for young persons; to carry on job guidance and placement, apprentice training and community activities.

August 14, 1935—President Roosevelt signed the Social Security Act. Though the appropriation was killed by a Senate fillibuster, the Social Security Board was appointed and its work started.

March 18, 1936—In a message to Congress, President Roosevelt gave a resumé of developments since the spring of 1933. He concluded:

"It [unemployment] is a problem to be faced not merely by the Congress and the Executive, not merely by the representatives of government in the states and localities, but by all the American people. It is not exclusively the problem of the poor and unfortunate themselves. It is more particularly the problem of those who have been more fortunate under our system of government and our economy."

January 12, 1937—President Roosevelt transmitted the report of the President's Committee on Administrative Management to Congress, emphasizing in his message the importance of modernizing the federal administrative machine so as to make American democracy more effective. Among other proposals of the Committee was the establishment of a Department of Social Welfare and a Department of Public Works. But legislation was not enacted. Later (1939) as part of his first Reorganization Plan, the President created the Federal Security Agency, bringing together six major governmental services in order to "promote social and economic security, educational opportunity and the health of the citizens of the nation."

February 3, 1937—President Roosevelt urged Congress to adopt a six-year program of coordinated public works, developed in a report of the National Resources Committee. After speaking of the emergency nature of many of the work relief and public works projects, he said:

"Now it is time to develop a long range plan and policy for construction—to provide the best use of our resources, and to prepare in advance against any other emergency."

1937—President Roosevelt advocated slum clearance and a low-cost housing program. The several laws enacted by Congress were a partial answer to what the President called the "challenge of one-third of a nation ill-nourished, ill-clad, and ill-housed." A Federal Housing Authority was established and an appropriation made for grants to state and local housing authorities.

January 23, 1939—In transmitting the report of the President's Interdepartmental Committee to Coordinate Health and Welfare Activities to Congress, President Roosevelt said, "The health of the people is a public concern." He outlined the objective of the proposed health programs as "nothing less broad than the assurance that all areas of the country and all members of the population shall have the protection of adequate public health services and an opportunity to avail themselves, in accordance with their medical needs, of adequate care in sickness."

April, 1940—The White House Conference on Children in a Democracy met in Washington.

September 3, 1941— President Roosevelt created the Office of Defense, Health and Welfare Services by executive order.

War profoundly affected public welfare in this country as the United States rose to its tremendous effort on the home front and on far flung battle fronts.

January, 1942—In his message to Congress, President Roosevelt recommended a reduction in the extent of the activities of such agencies as the National Youth Administration, Civilian Conservation Corps, and Farm Security Administration. But even in wartime, he urged the extension of social security:

"I recommend an increase in the coverage of old age and survivors' insurance, addition of permanent and temporary disability payments and hospitalization payments beyond the present benefit programs, and liberalization and expansion of unemployment compensation in a uniform national system."

Spring, 1942—Mr. Roosevelt made an allocation of $5,000,000 (to meet war related needs) from his emergency fund to the Federal Security Agency. This was utilized to give assistance to civilian evacuees from Hawaii and Alaska, to pay monthly benefits to the dependants of civilians affected by enemy action outside continental United States, and to provide medical care to those injured by enemy action.

March, 1942—A War Relocation Authority was created by executive order to formulate and carry out a program for the Japanese and Americans of Japanese ancestry removed from the West Coast.

December, 1942—President Roosevelt created the Office of Foreign Relief and Rehabilitation Operations (OFRRO) within the State Department, with Herbert H. Lehman as director. Plans were soon made to provide and transport food, clothing, and other necessities for war victims as they were liberated. During the spring and summer of 1943, the program was put into action in Tunisia.

June, 1943—Preliminary plans were under way for the establishment of an international relief organization with the support of all the United Nations.

November 9, 1943—Representatives of all forty-four united and associated nations met at the White House on the invitation of President Roosevelt to sign the agreement establishing the United Nations Relief and Rehabilitation Administration. The President said:

"The people of these forty-four nations include approximately 80 percent of the human race, now united by a common devotion to the cause of civilization and by a common determination to build for the future a world of decency and security and above all peace."

FRANKLIN ROOSEVELT HIMSELF SUMMED up the greatest lesson of those twelve years when he said, in his fourth inaugural address, "We have learned that we cannot live alone—we have learned to be citizens of the world, members of the human community."

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HERE IN WASHINGTON

THE WAGNER-MURRAY BILL FOR the expansion of the social security program is ready for the Senate hopper. The chances are that it will have been introduced before this appears in print. The House bill, sponsored, as usual, by Congressman John D. Dingell of Michigan, was introduced early this session, but both Senator Wagner and Senator Murray decided to rewrite their measure before making their contribution to the Wagner-Murray-Dingell coalition.

Senator Murray's son and secretary, Charles Murray, "broke" the story early in April. Mr. Murray then revealed that the revised bill would include a new title for building and maintaining rural hospitals. Also the bill, he said, will carry a provision for a national system of maternity and child care, with the cost met through some form of health insurance. The Hill-Burton bill, setting up a system of rural hospitals, Mr. Murray explained, does not provide for maintenance.

Other changes in the new bill, said Mr. Murray, have been made to meet criticism heaped upon the Wagner-Murray-Dingell bill last Congress. For example, the new draft may substitute a board to handle the health program instead of giving control to the Surgeon General of the United States.

ANY ATTEMPT TO REDUCE THE second report of the Office of War Mobilization and Reconversion to a few paragraphs would be a waste of time and good print paper. It is so important, however, that it is impossible merely to ignore it.

The report touches upon a variety of subjects: the state of the war production program, lend-lease, school lunches, foreign trade, the peace, postwar employment, and so on. Many of the proposals are already before Congress in legislative form. Still others are taking shape in the minds of sympathetic legislators. With James F. Byrnes still in the Washington picture, and with White House support, it is not too much to hope that the entire program will be given at least congressional consideration and, perhaps, that a goodly portion of it will be enacted into legislation.

The note throughout is optimistic. Says Mr. Byrnes:

"A nation which has found the way to produce for war while developing an unexcelled prosperity for its people at home can surely find a way to produce for peace to establish an even higher standard of living at home and to aid in the establishment of higher standards of living throughout the world."

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THE ARMY IS STILL SHORT ABOUT 10,000 nurses, but the chances that the nurses' draft bill will be enacted are growing slimmer every day. The defeat in the Senate of the manpower bill sounded the death knell of the second measure. Senator Thomas of Utah, chairman of the Senate Committee on Military Affairs, has told the press that he has "no heart to push the nurses bill affecting only a relatively small proportion of women, now that the Senate has turned down the manpower bill and the freezing of workers in war jobs."

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UNLESS THE RULES COMMITTEE acts on the Fair Employment Practice bill, Mary Norton, chairman of the House Labor Committee, will file a petition to bring it to the floor without the sanction of the Rules. The bill was reported by Mrs. Norton's committee on February 20, but it has made no further progress.

Mrs. Norton's "Irish" is up, and she threatens to bring the bill to the floor despite the Rules Committee. The 218 signatures needed for a petition would be, she thinks, relatively simple to obtain.

Even House critics of the bill admit that this Congress probably will establish some such agency as a permanent branch of government. The measure has been endorsed by both parties, it has vigorous White House support, and its friends in both House and Senate out-number its enemies. It is merely a matter of getting it to the floor and if Rules continues to block it, a petition will do the job.

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THE HOUSE COMMITTEE ON Agriculture has concluded hearings on the Flanagan School Lunch bill, HR 2673, and is now considering the measure in executive session. The bill proposes an expansion of the existing program with the Secretary of Agriculture or War Food Administrator acting as the administrative head. In his report, Mr. Byrnes of OWMR highly commended congressional action last year in providing $50,000,000 for this purpose, but urged, as both a war, and reconversion measure, that the program be extended, with all grade and high school children (at least 20,000,000) enabled to participate within the next two or three years. He said:

"An expansion of the present limited school lunch program will be of real help in our whole reconversion effort. A nationwide school lunch program will improve the nutrition and hence the health of school children. It will provide outlets for farm products over and above the ordinary market demands. Moreover, it will afford an excellent educational vehicle for establishing habits for nutritious diets."

IN HIS REPORT (IT *will* POP up because it touches on so many subjects), Mr. Byrnes urged Congress to act at an early date on the matter of food for German civilians. "When we assume control of one of the zones into which Germany is to be divided," he said, "the people of America will not desire to let the women and children under our control starve."

The activities of UNRRA, he pointed out, do not extend to enemy countries and military responsibilities cover only areas occupied in the wake of battle.

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ROBERT L. DOUGHTON OF NORTH Carolina, chairman of the House Ways and Means Committee, has picked Leonard Calhoun, former assistant general counsel of the Social Security Board, to head the working staff of the special committee set up to investigate the need for amendment and expansion of the Social Security Act. Mr. Calhoun is a Mississippi lawyer. He was with the board from its beginning until he resigned to go into the navy. He is now on loan from the Navy Department to do the job for Mr. Doughton.

The House gave the Ways and Means Committee $50,000 for the inquiry. The committee, which has refused to consider social security legislation for the past several sessions, authorized its chairman, Mr. Doughton, to ask for the investigation after Senator Vandenberg had won senatorial approval of a resolution under which the Joint Committee on Internal Revenue would have conducted the study, with the assistance of an advisory committee drawn from outside Congress.

Rica Schneider

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THE COUNTRY OVER

Among the States

So far this year four more states —Arizona, Montana, Oklahoma, and West Virginia—have joined the ranks of those requiring prenatal serological examinations of all expectant mothers, according to information from the Public Administration Clearing House. This brings to thirty-four the number of states with such protective legislation. Oklahoma also has become the thirty-second state with a pre-marital examination law. In Idaho the legislature has eliminated penalties for exposing another person to venereal disease, thus making hospitalization rather than prison incarceration possible for infected women and girls.

Way Down East

Among the legislation enacted by the Maine legislature before its adjournment in late April were measures providing for the licensing and inspection of boarding homes for children and of homes for the sick, aged or incapacitated; raising the age of children eligible for work permits from fourteen to fifteen years and restricting the type of employment in which they may engage; increasing the state contribution to the salaries of local health officers from $800 to $1,500.

Since no action was taken on the much discussed general assistance bill (see *Survey Midmonthly*, April 1945, page 118) it is being held over for another session. The bill, which would have eliminated settlement requirements and provided for one third state reimbursement for general relief, met with strong opposition from war industry areas. Other proposals that failed to make the grade were a bill to make smallpox vaccination compulsory for all school children and one to establish a physical rehabilitation school for the unemployed.

Children and Veterans

The legislative program which was presented to the recent session of the Kansas legislature by the Kansas Council for Children (see *Survey Midmonthly*, February 1945, page 54) met with only partial success though, in general, the lawmakers seemed sympathetic with the idea of making better provision for state services for children.

The proposed Juvenile Code was defeated in the senate by a group who did not like the way it was drawn up and wished to have a new proposal presented at the next legislature. This will be prepared during the next two years by the legislative council. Provisions were made, however, for increased facilities for feebleminded children and for a more adequate budget for the Boys' Industrial School. The appropriation for the new Kansas Receiving Home for Children established by the 1943 legislature was also boosted. A proposal for the construction of a new plant for the Receiving Home and of a treatment center for psychopathic children resulted in a resolution instructing the legislative council to make an intensive study of the present state facilities for children.

Other activity in the recent session of the Kansas legislature created a state office of veterans affairs, specifying that all personnel be selected through the state civil service system. The office's director and members of its advisory committee must be veterans.

Slow Progress

From the point of view of social workers, the 1945 session of the North Carolina general assembly (see *Survey Midmonthly*, April 1945, page 118) ended with some disappointments and a few achievements.

The passage of an education bill raised the compulsory school attendance age to fifteen for the year 1945-46 and to sixteen thereafter. But children living on farms or engaged in commercial fishing or fisheries are exempt from these requirements for the duration of the war and six months thereafter, as are children excused by school superintendents or principals to engage in occupations permitted by the child labor law. No appropriation was made for enforcement machinery.

A medical care bill originally intended to establish medical centers in strategic areas throughout the state, was whittled down to an appropriation of $500,000 to be used for the hospital care of indigent persons. Though a new medical care bill was authorized and a plan for a four year medical school and general hospital at the University of North Carolina was approved, no further appropriations were made. Plans for increasing facilities for the care of the feeble-minded and spastically paralyzed were also authorized without appropriation. However, an appropriation of nearly $1,000,000 was made for improvements to the four state mental hospitals.

The State appropriation for old age assistance was increased from $1,300,000 to $1,500,000, thus making it possible to raise the average monthly grant from $11 to $14. The maximum grant was raised to $40, while citizenship requirements were eliminated. Aid to dependent children also received an increased appropriation, from $625,000 to $680,000, making possible an average grant of $28. Counties were authorized to set special levies for county homes and poor relief at 10 cents per $100 as against a former limit of 5 cents.

Other new legislation provides for the licensing of private boarding homes caring for public assistance recipients; authorizes the establishment of juvenile courts in cities of 10,000 or more population; sets up a state recreation commission, with an appropriation of $7,000, and paves the way for the establishment of county recreation commissions.

Action in Minnesota

Before its adjournment early last month, the 1945 Minnesota legislature put through several measures affecting the public welfare. Among them was a provision to remove the $40 maximum from old age assistance grants to allow for medical or nursing care, and another exempting casual earnings up to $100 a year in computing such grants. Aid to dependent children was also liberalized, the maximum grant for a mother and one dependent child being raised from $23 to $40, while restrictions on the moving of ADC families from one county to another were removed. The age of eligibility for aid to the blind was reduced from twenty-one to eighteen.

Other new measures provided for: the licensing of day nurseries by the Department of Social Welfare; the formation of neighborhood redevelopment corporations for the eradication of blighted areas; an increase in facilities for the care of the feeble-minded.

The legislature also authorized the formation of corporations to provide low-cost prepaid medical care. The corporations may be formed by twenty-one or more persons, who may be doctors or laymen. This legislation had the sponsorship of the state medical association.

Education

Underscoring the importance of education in the postwar world, educators are urging that the United Nations conference at San Francisco adopt a two-point program: first, that each nation represented in the conference agree to

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direct the teaching in its schools toward international understanding; second, that the nations agree to hold a conference at a later date for the specific purpose of establishing an international office of education.

At its meeting in mid-April, the International Education Assembly passed unanimously a resolution to be forwarded to San Francisco: "As we contemplate the part which education has had in the roots of war and its possibilities in the promotion of peace among nations, we earnestly recommend that the San Francisco conference in its plans for an international body shall include as an integral part of the organization an International Office for Education, to be a clearing house and advisory center for educational activities, especially as they may foster international understanding." The third annual assembly, which met in New York City, was made up of delegates from thirty-four countries.

School Inequalities

One of the most exhaustive educational inquiries ever undertaken in this country, the cooperative study of public school expenditures, has been completed, and its findings published in two volumes. (Price $3.00 from the American Council on Education, 744 Jackson Place, N.W., Washington, D. C.) An illustrated popular summary of 76 pages soon will be available. The study was made under the direction of an advisory committee representing the participating organizations, the U. S. Office of Education, American Council on Education, National Council of Chief State School Officers, Southern States Work Conference on School Administration, the National Education Association, and the state departments of education of the forty-eight states. The inventory, financed by a grant from the General Education Board, involved the collection of seventeen items of information from each of the 115,000 local school systems in the United States. It is used so as to give a measure of the educational load of each school system and of the available expenditures to finance the educational load being carried by each district.

A statement announcing the publication of the study summarizes its principal findings:

"First, shocking inequalities exist in the United States in the provision made for education of American children. Millions of children are either being denied all educational opportunity or the provision made for their schooling is so meager that their preparation for citizenship is wholly inadequate.

"Second, the denial of decent educational opportunity to millions of American children and youth in the United States will continue so long as the financing of education rests almost solely on the fiscal resources of the individual states.

"Third, the immediate and effective remedying of the situation . . . is a matter of primary public concern, because this situation violates one of the fundamental tenets of American life and constitutes a continuing source of national weakness."

Teachers' Oaths

A report on statutory requirements as to teachers' oaths in each of the states and the District of Columbia is published by the committee on tenure and academic freedom of the National Education Association. (Price 25 cents from the Association, 1201 Sixteenth Street, N.W., Washington 6, D. C.) The report states that "Most teachers have no objection to an oath of office requirement. . . . What teachers do object to is the use of oath of office laws as threats against the right of children to learn the truth and the freedom of the teacher to speak the truth." The report points out that mandatory pledges or oaths exist "in one form or another by state authority in just half of the states." In most instances they are of the simple "oath of office" type. But the report calls special attention to the "little red rider" attached to the oath in the District of Columbia, and to the wording of the present Georgia law. The latter requires the teacher to swear that he "will refrain from directly or indirectly subscribing to or teaching any theory of government, of economics, or of social relations which is inconsistent with the fundamental principles of patriotism and high ideals of Americanism."

Army Experience

A comparison of army data on the educational level of white and Negro personnel was presented at the U. S. Office of Education's Conference on Postwar Education of Negroes, by Brig. Gen. Arthur G. Trudeau, deputy director of military training, Army Service Forces: "The two service commands which have the lowest percentage of whites in [the advanced] grades I and II and the highest percentage of whites in grades IV and V [slow-learning and illiterate] are also the service commands in which the Negroes have the lowest percentage of men in grades I and II and the highest percentage of men in grades IV and V. The service command in which the whites have the highest percentage of men in grades I and II is also the one in which the Negroes have the highest percentage in grades I and II. The service command in which the whites have the lowest percentage of men in grades IV and V is also the one in which the Negroes have a very low percentage of grades IV and V men.

"The data on illiteracy and classification test material suggest strongly that: (1) In those parts of the country where school budgets are more adequate and better educational opportunities prevail, both whites and Negroes show a higher degree of literacy. (2) AGCT scores do not necessarily reflect the inherent mental capacity of individuals."

In Print

"Federal-State Relations in Education" seeks to define issues and outline procedures in a highly controversial educational area. It was prepared by the policies and problems committee, American Council on Education and the educational policies commission of the National Education Association. Price 25 cents from the commission, 1201 Sixteenth Street, N.W., Washington 6, D. C. . . . "Wartime Facts and Postwar Problems," edited by Evans Clark, is a manual intended for group study, presenting in brief compass "basic data on the main economic and social problems we now face," originally published in 1943 and recently reprinted, with revisions. Price 50 cents from the Twentieth Century Fund, 330 West 42 Street, New York 18. . . . "They See For Themselves," by Spencer Brown of the Fieldston School, New York (Harper, $2), offers "a documentary approach to intercultural education in the high school." Intended primarily for educators and group workers, it describes in practical terms, the choice of subject by the group, fact-finding, discussion, the shaping and presentation of a documentary play.

Anniversary

The value of an alert citizen group concerned with public school issues was emphasized in the recent observance of the fiftieth anniversary of the Public Education Association in New York City. City and state school authorities joined in honoring the association. John E. Wade, city superintendent of schools, characterized the PEA as "our keenest critic, stirring us out of complacency." He added: " . . . to have good schools, the people must take an interest in their schools. One of the chief accomplishments of the Public Education Association is its success in interesting the public at large in the problems of the school system. . ."

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Against Crime

The *Uniform Crime Reports Bulletin for 1944,* published by the Federal Bureau of Investigation, shows a general upward trend in the incidence of crime during the year. A study of 318 of the country's largest cities showed increases over 1943 of 3.8 percent in murder, 10.3 percent in negligent manslaughter, 4.2 percent in rape, and 12 percent in aggravated assaults. In these cities rapes exceeded the prewar average by 27 percent, and assaults by 19.9 percent. The value of thieves' loot rose 19 percent.

The continuing importance of juvenile delinquency as a problem was indicated by the fact that arrests of boys and girls seventeen years old totaled more than those of persons in any other age group. Arrests of boys under eighteen have risen 18.8 percent since 1941, and arrests of girls under twenty-one 134 percent.

Delinquency Survey

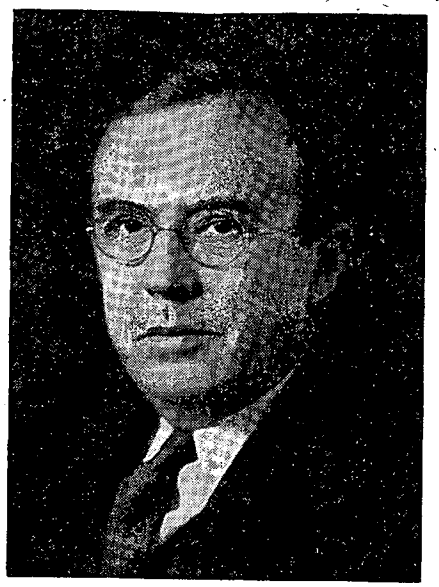
Last year, for the first time since 1941, there was a slight decrease in the total number of juvenile delinquents brought into court in St. Paul and Ramsey County, Minn., according to the third report on delinquency in the area, now available from the Amherst H. Wilder Charity, Wilder Building, St. Paul 2. The case total in 1944 was 684, as compared with the 1943 total of 729. The 1944 number is still far above the prewar level, which hovered around 450. Of the 684 juveniles, 188 had been in court previously, 63 of these earlier in the year. Commitments to state training schools, also an indication of recidivism, increased greatly in 1944. There is some suggestion that inadequate supervision, due to a lack of probation staff, has influenced both increases. Although no area in the city is free from the delinquency problem, the greatest concentration was in the city's main business district, which had a delinquency rate of 39.7 per 1,000 children, as compared with a citywide average of 10.4 per 1,000.

In Print

Comparable in breadth and scholarly approach to his earlier book, "New Horizons in Criminology," written in collaboration with Dr. Harry Elmer Barnes, is Negley K. Teeters' recent survey, "World Penal Systems." The survey was sponsored, and is distributed by the Pennsylvania Prison Society. Its chapters treat not only present penal systems in all the countries of the world, but penal theory and historical development. The concluding chapter is titled "Lessons for the United States from a World View of Penology," and covers such topics as the wider use of leaves, use of female police, development of hobbies, use of community volunteers, and a brief section on cooperation between countries. Price, $2 from the society, 311 South Juniper Street, Philadelphia 7.

"Crime Commissions in the United States," by Virgil W. Peterson, director of the Chicago Crime Commission, presents "some of the underlying reasons for the growth of widespread criminal activities after World War I," and outlines the histories of the major state and city crime commissions in the United States. The author hopes the study will prove "helpful to citizens who may desire to take steps to alleviate undesirable crime conditions as they arise in the future." Available without charge from the commission, 79 West Monroe Street.

"The Postwar World and the 16-21 Age Group," a speech by Bradley Buell, *Survey Midmonthly's* executive editor, before the 1944 National Conference of Juvenile Agencies, together with discussions by Robert Taber, Dorris Clarke and Robert R. Hannum, make up the February 1945 issue of the conference's "Proceedings." From the conference, Woodbine, N. J.



Going to New Jersey

Sanford Bates, nationally known social worker and penologist, will leave New York at the end of this month for neighboring New Jersey, where he will take up duties as State Commissioner of Institutions and Agencies.

Commissioner Bates, onetime director of the U. S. Bureau of Prisons, has for the past four years served as a member of the New York State Parole Commission. From 1937 to 1940 he was executive director of Boys Clubs of America. In his new position he will fill a vacancy created by the death of the late William J. Ellis.

The American Prison Association has recently issued a "Cumulative Analytical Index to the Proceedings of the American Prison Congresses covering the years 1935-43." The index was compiled by Herman K. Specter, chief librarian of the Penitentiary of the City of New York. Copies are available for postage only from the penitentiary library, Rikers Island, Bronx 54, N. Y.

Centennial

This year the Women's Prison Association of New York and the Isaac T. Hopper Home are celebrating their one hundredth anniversaries. Like numerous other social institutions, the association was founded by a group of women moved by deep charitable impulse to help others—in this instance, women prison inmates struggling to bridge the gap from prison to a normal, useful life. It now has a staff of trained professional workers, who emphasize preventive as well as remedial work. Altogether, in 1944 the association worked with 982 women and girls. Almost half the 261 new cases were girls under twenty-one.

Report on Reefers

The use of marijuana does not lead to addiction "in the medical sense of the word," it is not a big factor in the commission of major crimes, it is not widespread among school children, nor particularly associated with juvenile delinquency. These are the somewhat unexpected findings of a report recently released by the Committee on the Marijuana Problem in the City of New York, appointed by Mayor La Guardia in 1939. The committee calls the publicity given to marijuana smoking in New York City "unfounded," saying that its introduction is recent as compared with other localities.

The studies were carried out by a group of physicians, psychologists, sociologists, and pharmacologists appointed by the public health relations committee of the New York Academy of Medicine and supported by three $7,500 grants from the Commonwealth Fund, the Friedsam Foundation and the New York Foundation. In spite of its findings, the city will continue its drive against marijuana smoking.

School and Court

A recent series of conferences between the staff of the Juvenile Court of Toledo, Ohio, and members of the principals and supervisors association of the city's schools has resulted in a "Memo *Re* School-Court Relationships," drawn up by the court and sent to all the schools in Toledo. In the memorandum L. Wallace Hoffman, the court's chief probation officer, emphasizes the "many services that can be rendered to the school by the court

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Overseas Assignment

Next month when Mary L. Gibbons joins the United Nations Relief and Rehabilitation Administration as deputy director general, that agency's staff will be enriched by the knowledge and skill of one with long and diversified administrative experience in the welfare field.

Miss Gibbons, who is now first deputy commissioner of the New York State Department of Social Welfare, has been with the department since April 1937, when she was taken on to assist in its reorganization. Previously she had been director of the family division of the Catholic Charities of the Archdiocese of New York. From 1931-1934 she was on loan from the Catholic Charities to the City of New York, for which she organized and administered the first Home Relief Bureau. Miss Gibbons will go to London.

Underwood and Underwood

if there is a complete understanding between the two organizations" in their attempt to "achieve the greatest service to the child."

Recreation

During 1944, communities throughout the country offered more summer recreation programs for children than in any previous year. A survey made by the division of recreation of the Office of Community War Services, Federal Security Agency, which promoted many programs, revealed that approximately 40 percent of the programs operated last summer were new.

Among towns which expanded already existing facilities were Portland, Ore., and adjacent Vanport, which upped their public programs by 50 percent over the previous summer. Fifty-seven playgrounds were operated in the area. New Haven, Conn., which ran 37 playgrounds in 1943, opened 45 in 1944. Playgrounds in Hartford increased from 24 to 34, and in Norwalk from 8 to 12. New York City appropriated money for 345 playgrounds open from 9 to 5:30, as against 262 half-day programs in 1943. Philadelphia ran over 80 playgrounds and Akron, Ohio, 48, a record for each city.

Amounts spent on such programs varied from $370,000 in New York City to the $110 that the PTA of Monroe, Conn., raised to keep a playground open one day a week under the supervision of mothers. In another Monroe, in North Carolina, the board of aldermen appropriated $1,525 to the park and recreation department to operate the town's first supervised recreation program supported by public funds. Berlin, N. H., population 18,000, increased its 1943 budget of $500 to $1,200, Paterson, N. J., went from $3,400 to $7,700; Burlington, Vt., from $7,000 to $22,000. The San Francisco recreation department's appropriation for 1944-45 was $275,000 higher than for 1943-44. Connecticut reported a total of $397,161 spent by 66 communities in 1944 as against $241,938 by 55 communities in 1943. Most of these budgets leaned heavily on public funds.

Expanded summer programs, in addition to the usual sandpiles and baseball and volleyball facilities, included a variety of activities from play production to boat designing. For the 45 play centers in Long Beach, Calif., special traveling instructors organized classes in dramatics, rhythm, woodshop, and model aircraft construction. In addition, educational movies were shown daily, garden centers and a model boat shop were operated, and a bookmobile, accompanied by a storyteller, visited the playgrounds once a week, staying three hours at each. Other projects included spelling bees in Springfield, Mass., pet shows in Springfield, Ill., orchestras and choruses in Anderson, Ind., and a class in choral speaking in Wheeling, W. Va. In many places children conducted tin-can and paper salvage drives; in some they pulled up ragweed, and in others they worked on projects for the Red Cross.

The OCWS report lists a number of lessons pointed up by last summer's experience, among them: that successful operation depends on competent leadership; that programs should be planned for breadth and variety; that trained volunteers are enormously useful; that though playgrounds are the most important facilities, day camps, beaches and swimming pools help swing the balance toward success. The report maintains that the experience reemphasized the necessity for a definite budget and the sponsorship of a dependable group, preferably representing a wide cross section of interests. It also demonstrated, the report concludes, that although gains made during the summer should and can be kept, year round programs must be the ultimate goal.

In Housing Projects

In three Connecticut communities, Berlin, Plainville and Southington, recreation facilities for children in war housing projects are being built by the tenants themselves, according to information from the National Association of Housing Officials. The program was started last spring, with advice from the service center of the Connecticut teachers college.

Youth councils are functioning in three housing developments in Boston, encouraged by the Boston Housing Authority. Elected representatives of these councils meet regularly with adult community committees to plan better recreational and leisure time activities. A government on the plan of Boys' Town is to be established in each development.

Six recreation workers, including a full time USO director, three civilian workers and two WAC's, are on the staff of the Plainview Housing Project, Arsenal, Ark. New families in the project are welcomed by an illustrated pamphlet, "Do You Know Your Community."

Attitude Survey

The division on education and recreation of the Chicago Council of Social Agencies has been carrying on a study of groupwork agencies in the city, concerned with the reasons of older adolescents for participating in programs, and particularly for leaving programs. A preliminary report on 131 questionnaires filled out by the clientele of fourteen agencies indicates that reasons for dropping activity are not mainly connected with pressure of work or school. The reasons given most often in these returns were that a leader or agency staff worker had left, the group had broken up as boys went into the army, or there was not enough thrill. Boys and girls seemed to have regular but few home responsibilities, and to enjoy commercial recreation, often for its "grown-up atmosphere." Girls gave an unexpectedly high number of answers to the question on vocational interest for self support.

School Job

Monterey, Calif., has turned its municipal recreation program over to the school board, according to the *News Bulletin* of the Public Administration Clearing House. The program had been carried on through a recreation committee with paid general director and staff, but increasing costs and lack of personnel made a change necessary. It is now designed by the school department and su-

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pervised by regular school teachers who receive extra pay.

Scouting Facts

In "Scouting for Facts with a Local Council," the research and statistical service of the Boy Scouts of America reports the reasons given by 500 boys in the Chicago area for dropping out of patrols. First in importance was the lack of variety in troop programs, a corollary to which was the feeling that the troop did not go hiking often enough. Weighty also were the pressures of work and school. Many boys dropped out because their friends did so, and many because of a change in leaders, or dissatisfaction with the troop leader. Catalogue No. 9252, from the national supply service, Boy Scouts of America, New York 16, price 10 cents.

Summer Sign

"A Study of Non-Profit Camps Near New Haven," prepared for the New Haven Council of Social Agencies by Adah Attwood of its staff and Pauline P. Schwartz, State Teachers College, contains information on thirteen non-profit camps affiliated with the council, serving a total of 4,200 children. The study found that administration and operation are better than might be expected under wartime conditions. However, more opportunities are provided for boys than for girls and the total camp capacity falls short of demand.

The report recommends that more attention be given to the broader purposes of camping; that administrators consider greater specialization for children who do not fit easily into camps as now organized, but who need group experience; that some programs be definitely oriented as a "kind of group therapy"; that a central application system be set up; and that a study be instituted of the parks and municipal recreation facilities available to meet the needs of children who must stay home.

Employment

A detailed and realistic analysis of the factors involved in full employment is offered in "National Budgets for Full Employment," a staff report just published by the National Planning Association, based on a study started in 1943. (Price 50 cents from the NPA, 800 Twenty-first Street, N.W., Washington 6.) On the basis of assumptions and data included in the report, the NPA concludes that if all Americans able and willing to work in the postwar era are to find useful employment at good wages, there must be readjustments in prewar relationships between production, consumption, and savings. Otherwise, the analysis reveals, there will be a gap of almost $21,000,000,000 between annual expenditures for goods and services and the total of $170,000,000,000 which, at 1941 price levels, represents the productive capacity of 60,000,000 people on a forty-hour week. Since production, and hence employment, depends on expenditures, spending must keep pace with productive capacity and efficiency, if full employment is to be maintained.

Suggested initial changes for increasing disposable income and reducing deficiency in expenditure include reduction in taxes and adjustments in social insurance contributions and corporation withholdings. As possible further changes the report explores three alternatives: (1) that government expenditures be increased to provide for an expanded program of public works, public health, public education, and so on; (2) that investment expenditures by private business be increased; or (3) that both government and business increase their expenditures to some extent, but that the deficiency be eliminated largely by increased expenditures by individuals for a higher standard of living. The pros and cons of all three proposals are discussed.

New Labor School

A new workers' education project has been opened at Gonzaga University, Spokane, Wash., the first of its kind in the Northwest. The course is planned to run for ten weeks, three nights a week, with classes taught by the regular university faculty members. The subjects offered include industrial problems, history of labor, labor law, public speaking, English. The school was established through the efforts of the recently organized Spokane County CIO Council. It has an initial registration of thirty-five students, from both CIO and AFL unions.

In Print

The latest addition to the H. W. Wilson "Reference Shelf" is "Compulsory Arbitration of Labor Disputes," compiled by Julia E. Johnson, presenting the arguments for and against this method of settling industrial controversy, and a comprehensive bibliography of books and magazine articles. Price $1.25, postpaid by Survey Associates, Inc. . . . The Textile Workers Union of America, CIO, offers "The Fight Against Substandards: Facts on the Cotton Wage Case Before the National War Labor Board." No charge. Address, 15 Union Square, New York 3. . . . "The Case of the American Coal Miner" is summarized in a pamphlet published by Labor's Non-Partisan League, 1037 Earle Building, Washington 4.

Broadus Mitchell and Francis L. Hauser of the Research Department of the International Ladies Garment Workers Union, are the authors of a new pamphlet, "Labor's Stake in Bretton Woods," published by the American Labor Conference on International Affairs, 9 East 46 Street, New York 17. . . . Latest in the L.I.D. Pamphlet Series is "Recent Trends in British Trade Unionism," by Noel Barou. Price 15 cents from the League for Industrial Democracy, 112 East 19 Street, New York 3. . . . "Counseling Services for Industrial Workers," is a timely brochure by Mary Palevsky, who had access to material in the files of the Family Welfare Association of America and, in addition, visited a number of social agencies, labor unions, and industrial plants where significant experimentation in this new field is being carried on. Price 60 cents from the Family Welfare Association of America, 122 East 22 Street, New York 10.

Guaranteed Wage Plan

A translation of organized labor's demand for the guaranteed wage into concrete terms is afforded in the program adopted last month by the general executive board of the CIO Marine and Shipbuilding Workers. The annual wage plan recommends: establishment of a subcommittee of the War Production Board's shipbuilding stabilization committee to meet and institute such a plan before midsummer; a "standard annual wage pattern" set at $3,000 for first class mechanics on a 35-hour week, with rates for other classifications in proportion; severance pay for all workers permanently laid off equivalent to 8 percent of annual earnings up to a maximum of five years' benefits; a planned construction program; guaranteed annual wage insurance to cover furloughed workers, through a fund raised by a 3 percent payroll tax paid by employers until a reserve of $150,000,000 is built up, with payments out of the fund to bridge the gap between unemployment insurance and the guaranteed wage; a merit rating system to encourage continuity of employment. The program also calls for the reduction of the weekly working hours from 48 to 40 and then to 35, with the same "take home" pay as for the 48-hour week.

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Community Affairs

"A more widespread understanding of the forces responsible for unfavorable conditions of rural life" is one of the fundamental needs listed in a study of "Virginia Rural Organization Trends and Needs," made under the auspices of Virginia Polytechnic Institute's agricultural experiment station at Blacksburg, Va. The report maintains that much remains to be done to improve rural well-being, despite the activities of several score public agencies and voluntary organizations, such as the Virginia Farm Bureau, commodity marketing cooperatives, Grange, parent-teacher associations, county boards of agriculture, Agricultural Adjustment Agency, Farm Security Administration, county commissions of the state agricultural planning board, church organizations, and county chambers of commerce. Its review of the combined efforts of these organizations indicates that: half of Virginia's rural families do not participate in any type of non-church organization; many rural leaders serve on more boards than they can give proper attention to; greater cooperation is needed among voluntary organizations, and between voluntary and public agencies; public agencies have a tendency to do for people what they could do for themselves through cooperative action.

The report suggests various principles for voluntary organizations, among them: short time, immediately realizable objectives as well as long time fundamental aims; encouragement of vigorous local units of state organizations; the building of organizational efforts on an educational foundation; turnover among officers to prevent the agency from "getting into a rut"; agitation for legislative aims before candidates make commitments.

Cooperation

For a year, beginning in February 1944, groupwork and casework agencies in Pasadena, Calif., have been experimenting with procedures designed to "bring to youth the full compass of all professional social work skills in the community." Some of the results are now summarized in a brief bulletin, "An Experiment in Casework-Groupwork Cooperation," published by the Council of Social Agencies, 25 South Euclid Avenue, Pasadena, 1. First step in the plan was an agreement on the part of eight groupwork agencies to register in the social service exchange every tenth child currently enrolled, and every child who deviates from the normal in either a plus or minus fashion. Of the cases so registered, the families of 43 percent of the arithmetical sample and of 59 percent of the "exceptional children" proved to have been known at some time to other agencies. A second step was the organization of model case conferences, including representatives of all agencies concerned, to discuss the contribution which each type of skill could make to the family situation. The project will be continued through 1945.

Mental Health

"In the history of human welfare mankind has suffered from many taboos . . . slowest of all to yield to enlightenment have been the mental diseases and associated maladies of the spirit, or feelings or emotions." Thus begins an inventory of psychiatric and other mental health facilities in the city of Chicago, recently prepared by the Chicago Community Trust. Eighteen organizations are listed, among them the Illinois Society for Mental Hygiene, the Institute for Juvenile Research, hospital and clinic facilities, and the psychiatric services of the larger casework agencies. "The services now available are also sorely inadequate," concludes the report.

Checkup

In the ten-year period 1934-44, twelve surveys have been made of social conditions in Washington, D. C. Five concerned child welfare; two, correctional problems; two, health services; three, recreation and leisure time activities. A systematic checkup of the major recommendations of each of these studies and the follow-up action taken to date is presented in the March issue of *Community Service*, published by the Council of Social Agencies. Says Ernest S. Griffith, chairman of the council's board: "The prevailing opinion is that these surveys have accomplished nothing. Actually any such verdict is far from the truth. . . . By any measurement one cares to use, the story of accomplishment which has followed intelligent planning is encouraging . . ."

Veterans Center

At the end of its first full year of operation, completed last month, the New York City Veterans Service Center had aided 40,000 ex-servicemen and women, according to a report issued last month. About half of the returning veterans came to the agency with simple questions that could be answered by the receptionist. The rest presented problems ranging from the need for detailed information on GI benefits to complicated family and personal difficulties. Thirty percent received services in connection with the exercise of their legal rights, 28 percent employment counseling and referral, 13 percent advice as to education, vocational training or rehabilitation, 17 percent medical or psychiatric service, 12 percent personal counsel or assistance.

Health and Medical Care

Collective bargaining agreements are beginning to include health provisions. Among them is the contract signed last month by the Childs' Restaurant chain and officials of local 42, Chain Service Restaurant Employes Union, AFL, providing for life and accident insurance benefits for the 2,400 Childs' employes. Under the contract, each eligible employe will receive a $1,000 life insurance policy, weekly disability benefits in the event of accident or sickness, and cash benefits for hospitalization, surgical, maternity, and medical care.

Under an agreement between the United Retail, Wholesale and Department Store Employees of America, CIO, and the Switzer Companies of St. Louis, the companies make regular contributions to the St. Louis Labor Health Institute for and in behalf of their employes. The institute was formed to secure medical care for its members on a protective, prepayment plan; to provide medical services on an equitable and scientific basis; and to prevent illness through health conservation. The companies have been informed by the commissioner of internal revenue that the amounts paid by them to the health institute under the agreement are deductible as business expenses under provisions of the internal revenue code.

Children's Teeth

Good dental care should be made available to all children, everywhere in the country, regardless of family income, according to the recommendation of a conference on dental care for children, held in Washington in March, under the auspices of the U. S. Children's Bureau. According to Dr. Martha M. Eliot, associate chief of the bureau, "adequate funds for such care have never been available, though widespread need has long been recognized." She urged that federal funds be provided the Children's Bureau for use as grants to the states for development of a comprehensive dental service for children.

The conference was attended by members of the dental profession from private practice, dental schools, and the pub-

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lic health field, as well as representatives of allied professions including pediatricians and nutrition specialists. Emphasis was given to the need for associating dental services with all other child health services, including nutrition, control of infection, and medical and surgical care.

Doctors' Inquiry

The War Participation Committee of the Medical Society of the State of New York, recently sent out a questionnaire to its members in the armed forces, inquiring about their plans upon demobilization. It asks among other queries whether the physician desires to re-enter the practice of medicine in a place other than that from which he entered the service, and if so, what type of locality is desired. Returns have not as yet come in in sufficient quantities for tabulation.

A Beginning

Before the adjournment of the New York State legislature in late March, a bill was introduced by Assemblyman Irving M. Ives to provide a comprehensive publicly financed system of medical and related benefits to all who are now covered by unemployment insurance. No attempt was made to secure passage of the bill, for its author intended it to be used as the basis for an amended bill for 1946. The latter will be drawn up in the light of hearings and discussions during the legislative recess.

Edith Elmer Wood, one of the country's best known authorities on housing, died on April 30. Pioneer, teacher, crusader, author in the field of housing and slum clearance, she produced accomplishments which will live on as inspiration to hundreds of housers who learned the ABC's of their field under her. Her books may well be characterized as the first literature reflecting the aspirations of the modern housing movement in this country.

Starting with an original concern in public health, over thirty years ago she transferred her major interest to the country's need for better housing. Years before there was any general awareness of the problem, Mrs. Wood saw clearly how essential a public housing program was to the country's welfare and became a vital force in the movement to secure one.

Appreciating the importance of citizen groups, she helped to found the National Public Housing Conference and served as its president from 1932-36 and as a director until her death. She cooperated equally closely with the public authorities, serving as consultant to various federal housing agencies and as a member of the New Jersey State Housing Authority.

Public recognition of her contribution to the cause of low cost housing and slum clearance came from many and varied sources during her life, among them Smith College which, in 1940, awarded her an honorary degree, and the Citywide Tenants Council of New York, which the same year chose her as the first recipient of its annual award for meritorious housing service.

EDITH ELMER WOOD

Mrs. Wood had a rare faculty for working with all sorts of groups and individuals, always giving them the benefit of her wide experience and wide guidance. She will be sorely missed.

Professional

By mid-April 105 meetings were being planned for National Conference of Social Work day on May 28, while seventy-one communities were still undecided on whether or not to hold "little conferences." Altogether 121 communities are participating in the 105 plans, and in a few instances neighboring towns are planning to hold joint meetings. The meetings will be in thirty-seven states.

Twelve state conferences are using the National Conference material in some way—a few of them being sponsors of some of the May 28 meetings. A resume of state conference plans, as reported in the state conference secretaries' *Bulletin,* indicates that many states will use this material for local or chapter meetings on that day or later. Rhode Island and Delaware may hold regular state conferences because travel difficulties in these states are negligible. In California, Idaho, Minnesota, Nebraska, and Wisconsin plans are being laid for local and regional meetings. The Georgia Conference on Social Welfare will "assist in planning local meetings and institutes." The Kansas conference is planning six regional meetings. The Texas conference will also continue its regional meetings.

Dr. Ellen C. Potter, president of the National Conference, will open the New York meeting.

Personnel and Salaries

With the publication of "Personnel Standards in Social Group Work and Recreation Agencies," the Welfare Council of New York City contributed to the growing number of studies on personnel and salary policies in social work agencies. A total of seventy-seven agencies, including settlements, recreational agencies and young peoples' associations, were studied in regard to policy formulation, job specifications, personnel qualifications, employment practices, and advancement of personnel.

The findings showed: a marked preference in these agencies for college trained personnel; a median salary in the professional full time category of about $1,900; with men earning considerably more than women; a work week of at least forty hours, with 43 percent of all full time workers working more than forty-four hours; a wide variation in vacation and leave policies. Price $1.50, from the council, 44 East 23 Street, New York 10.

The New York Chapter of the American Association of Social Workers and the New York local of the Social Service Employees Union have been urging the Welfare Council to formulate uniform job classifications and salary ranges for recommendation to all New York social agencies. The union has submitted a number of proposals to the council's committee on health and welfare services.

Last month the SSEU opened a Salary Information Service, at union headquarters, to make available to both employers and employes in social service and non-profit organizations, "information on prevailing salary standards in New York and on governmental policies and regulations pertaining to salary increases. . . ." Union president Clarence King announced that this service was being offered as a "community service" as the "depressed salaries of our office and professional workers" cause not only economic distress, but an "ever increasing exodus of skilled workers. . ."

Schools and Courses

The school of applied social sciences, Western Reserve University, Cleveland, will include among its summer seminars and workshops, a seminar on interracial and intercultural problems, an institute on teen-age programs, a workshop for teachers of under-graduate social work and recreation leadership, and a public welfare workshop. Courses begin on June 4, and follow one another through the summer.

A short course for workers in vocational rehabilitation is to run from June 11-

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29 at the school of social welfare, Louisiana State University. In addition, the school will conduct other summer courses in social security, child welfare, casework, and welfare planning. For information write the school's director, Baton Rouge.

The Denver chapter of the American Association of Social Workers is offering a $300 scholarship for social work training in any accredited graduate school of social work, starting this fall. For application blank write Lorna May Tuttle, 1545 Tremont Place, Denver, Col.

Opportunity

The California State Social Welfare Board has announced that it will receive applications for child welfare workers, and public assistance workers. The salary range for child welfare worker is $150-$205; for public assistance worker, grade I: $110-$150; grade II: $130-$175. For application blanks write the Merit System Examining Committee, State Social Welfare Board, P.O. Box 1887, Sacramento 9, Calif.

Fifty Years

To commemorate the golden anniversary of the *American Journal of Sociology* its May issue will be devoted to a survey of the past fifty years' development in social psychology, pathology, and theory; population studies; studies of the family; research methods; racial theory. Price $1, from the journal, 5750 Ellis Avenue, Chicago 37, Ill.

People and Things

Merchant seamen "should not be permitted to fall back into the class of 'forgotten men' once hostilities are over," said Basil Harris, president of the United States Lines at the third annual luncheon meeting of the United Seamens Service held in New York early last month. Mr. Harris, along with several other speakers including Vice Admiral Emory S. Land, War Shipping Administrator, presented evidence to show that the USS is one of those war created programs which have uncovered long time needs calling for continued service in the postwar period. Pointing out that the American merchant marine, and hence the seaman, must play a vital part in our national life in the postwar era, Mr. Harris maintained that "we must continue to provide in some form, possibly less elaborately, those facilities which make for his comfort, his well-being and the promotion of a dignified approach to his calling."

Captain Edward Macauley, deputy administrator of WSA, suggested that the postwar service should be supported in part by federal funds, in part by ship operators and in part by the seamen themselves.

Play Schools

Teachers and administrators of after-school programs for children gathered at the Hotel Commodore in New York on April 14, for the annual meeting of the Play Schools Association. In addition to providing consultation services on a national basis to communities providing after-school programs for children, the association supervises twenty-eight centers in New York City, directly operating a number of them.

Workshops, round-table discussions, and a general luncheon meeting provided opportunities for an exchange of experiences concerning program and operating problems, as well as discussion of activities in relation to children's personality needs. Among the morning speakers was Stanley M. Isaacs, New York City councilman, who mentioned that housing authorities ought to assume responsibility for the provision of community recreational facilities for both children and adults. At the luncheon meeting Howard A. Lane of the Detroit Bureau of Crime Prevention stressed the importance of "zestful experience" to the formation of human personality, while Eduard C. Lindeman of the New York School of Social Work painted a grim picture of the conditions under which children are living in overcrowded war industry areas.

All the speakers paid tribute to the late President Roosevelt, referring to his constant struggle to improve conditions for the children of the world. Because the day was one of national mourning the meeting adjourned early, eliminating a previously planned reception.

New Jobs

Hortense Hilbert has been named director of the bureau of nursing of the New York City Department of Health. She began her new duties on April 1. Miss Hilbert was formerly associate director of the National Organization for Public Health Nursing.

New executive secretary of the American Association of Medical Social Workers is Margaret Lumpkin, who has long been active in the Missouri district of the association, as vice chairman and in committee work. Miss Lumpkin has recently completed a demonstration project on social protection, under the auspices of the Social Planning Council of St. Louis and the St. Louis Health Division.

Annie K. Bost, former commissioner of public welfare for North Carolina, recently became a member of the state's Unemployment Compensation Commission. She succeeds Mrs. Frank L. Fuller.

Earl G. Harrison, American representative on the Intergovernmental Committee on Refugees and member of the board of Survey Associates, last month was appointed dean of the University of Pennsylvania Law School.

First director of New York State's newly created Division of Veterans Affairs (see *Survey Midmonthly*, April 1945, pages 114 and 117) is Edward J. Neary, former district attorney for Nassau County. He assumed his new duties last month, with headquarters in New York City and Albany.

Military Training

An open letter to "friends in the field of social work" was recently issued by ten board and staff members of Chicago social agencies to protest proposals before Congress for peacetime compulsory military training. The letter, which was "in sharp disagreement with arguments for this plan based on its supposed value for health, education and training for democracy," maintained that "such ends must be sought by direct means, not as possible by-products of a military system." It continued: "We are not impressed with a health measure that begins to operate at eighteen and automatically eliminates from its benefits those who reach that age physically unfit for military training." Training for democracy, it argued, must become increasingly "the conscious objective" of the home, the church, the school, and social agencies, and must not be left up to a system which necessarily does not stress the development of independent thought and self-discipline.

Against the military arguments for compulsory military training the letter was less decisive, maintaining that the evidence is not all in. It urged that the measure not be adopted "during the heat of war" and without time for ample deliberation.

The letter was signed by Edith Abbott, Althea Atwater, Lucy P. Carner, Harose R. Clayton, Geraldine B. Gilkey, Esther L. Kohn, Wayne McMillen, Alexander Ropchan, Josephine P. Taylor, Lea D. Taylor.

Elected and Retired

Last month, Lindsley F. Kimball was elected president of the United Service Organizations to succeed Chester I. Barnard, who has resigned after three years of service. Mr. Kimball has been the USO's administrative vice president since July 1943. Mr. Barnard is succeeding W. Spencer Robertson as chairman of the executive committee.

Harry DeWitt Burrell last month retired as executive secretary of the Welfare Federation of Newark, N. J., a position he has held for the past twenty-two years.

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BOOK REVIEWS

MARRIAGE AND FAMILY COUNSELING, by Sidney E. Goldstein. Foreword by Ernest W. Burgess. McGraw-Hill. $3.50.

ARE YOU ONE OF THE THOUSANDS OF professional folk spending more and more time talking to people with marriage and family problems? Do you wish that you had had a special course in marriage and family counseling when you got your training? Do you realize that most medical schools train doctors without a single supervised hour of marriage counseling; that the bar admits lawyers with no specialized training in domestic counseling for the normal, average family situation; that even social workers with their elaborate preparation in casework usually have but confused ideas as to what counseling is and what marriage counselors do and do not do, and how family counseling differs (if at all) from family casework?

Dr. Goldstein does not attempt to prescribe for any or all of these needs in this latest volume of his. But he does present a comprehensive development of experience and current practice that makes this manual valuable to ministers, social workers, doctors, teachers, lawyers, and others who are increasingly busy with marriage and family counseling.

The book is divided into three parts. Part I is devoted to a discussion of the premarital conference in which the five bases of marriage: legal, economic, biological, psychological, and ethical are discussed. A chapter on the special problems of war marriages, intermarriages, and divorce is particularly timely.

Part II treats the process of family counseling from "The Approach" through "Assembling the Evidence," "The Cause of Distress" to "Social Treatment," and on into the peculiar problems encountered in "Family Counseling in Wartime." Perhaps it is this section of the book which will provoke the most stimulating discussion. Side by side on a shelf with Rogers' "Counseling and Psychotherapy," and Menninger's "Love Against Hate," or Fromm's "Escape from Freedom," or even Groves' "Conserving Marriage and the Family," some interesting differences in theory and practice emerge that should challenge more of us to clarify our thinking and experience.

Part III, "Counseling in Practice," considers the organization, administration, personnel, and program of a consultation center, with specific recommendations arising out of the experience of various types of counseling services. A list of resource agencies adds to the practical value of the book.

Dr. Goldstein has performed a valuable service in bringing together in a clear yet comprehensive form the result of his years of experience as a counselor and objectifying it with a careful reading of the all too meager literature on the subject. As the first volume to appear on the new discipline of marriage and family counseling, it is as welcome as the dawn to the worker who has been struggling in the dim half-light of the night before.

EVELYN MILLIS DUVALL
Director, The Association for Family Living, Chicago

NEOSHO, MISSOURI, UNDER THE IMPACT OF ARMY CAMP CONSTRUCTION: A Dynamic Situation, by Lucille T. Kohler, A.M. University of Missouri Press. $1.25.

WHEN THE OZARK COMMUNITY OF Neosho, Mo., (pop. 5,318) first learned that Camp Crowder was to be built nearby, it was afraid of what the influx of "strangers" might do to it. It had heard that the construction of Fort Leonard Wood over in the center of the state had brought many problems to Waynesville, and it wanted to avoid a similar experience if it could. But the army went relentlessly ahead, acquired some 400,000 acres three miles out, moved the resident families off, and began building. At the peak of construction, in December 1941, 21,000 men were at work on the project.

All of this activity did indeed make its impact on the life of the community. Yet, after the tide of workers had receded somewhat, a local newspaper editor remarked, "As far as this construction period is concerned, we've been more scared than hurt." Through daily contacts the townsfolk had learned that the strangers were, for the most part, people like themselves, with similar needs, cares, and responsibilities.

The author, an instructor in sociology at the University of Missouri, took up her residence in Neosho for a considerable part of the construction period in order to observe firsthand the social phenomena as they developed. She gathered much information, both formal and informal, on the way Neosho fed and housed the newcomers; on the attitudes of the churches, schools, library, luncheon clubs, and individual citizens toward them; on two special "invading phenomena," the labor union and the trailer camp. Much of what she records concerning relationships is disturbing; yet a working rapport between stranger and community was established and the job went on.

The report is an entertaining document despite the writer's frequent change in pace and style as she pauses to relate her observations to sociological theory. It has caught a picture of a small town in its time of social crisis, which it presents to the reader with a wealth of clear detail.

We are told in a foreword that this is the first part of a continuing study which will cover two later phases of Neosho's experience: the period of camp occupancy by thousands of trainees (now in process), and the subsequent period of community readjustment when the camp is abandoned at the end of the war. The entire report may well prove to be an unusually significant contribution to the literature of community organization and understanding.

RUSSELL H. KURTZ
Editor, Social Work Year Book
Russell Sage Foundation

IT'S A WISE PARENT, by Mollie and Russell Smart. Scribner. $2.

THE BEST THAT CAN BE SAID FOR THIS little book is that it is entertainingly written and illustrated, and that it abounds with concrete suggestions—some good, some questionable—to help parents meet the problems of growing children "not ordinarily covered in books for parents." It ranges over a variety of topics, from "Let's Pretend" (developing imagination and creativity), to "Setting the Stage for School." Within each topic it takes in toddler and school child, giving some idea of what to expect at various age levels, and of the order of growth stages.

The book by no means comes up to Mrs. Smart's earlier one, "Understanding Your Baby." It has little of value for the parent who is already familiar with the growing body of competent literature in parent education now available. Its appended reading list fails to include recent books which parents have found helpful: Gesell's "Infant and Child In The Culture Of Today," and Wolf's "The Parents' Manual," to name only two.

While genuinely stressing flexibility, "It's A Wise Parent" adheres so closely to the "habit-training" approach to child development that words like "method," "technique," "train," and "teach," crop up repeatedly, and many of the situations which parents find most baffling, as in the chapter, "Eating Can Be Fun," are over-simplified and superficially handled. But in contrast to its prevailing note of "all will be well if you just do this," the book lapses occasionally into an unnecessarily alarmist attitude, as in the chapter,

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"Stethoscopes And Tongue-Depressors." A more serious fault, however, appears in one or two instances when the authors descend to the unpardonable by condoning mild deceit in handling certain difficulties. For example, apropos of a dreaded visit to the doctor: "When in doubt, tell the truth"; again, they advise "teaching" a dawdler to eat faster by setting a half-hour limit on mealtime, but not necessarily sticking to it too closely, adding: "You are not being dishonest with him, because he doesn't know when a half-hour is up."

The authors seem to ignore the deeper meanings behind children's behavior, and to pay only lip-service to the importance of the quality of the parent-child relationship as background for healthy emotional growth. Consequently, the book lacks warmth. In fact, the general effect is that the rearing of children consists of a battle of wits between parents and offspring, in which the parent will win out if he knows enough tricks of the trade.

RUTH A. MATSON
Cleveland Heights, Ohio

IT'S GOOD TO BE ALIVE, by Henrietta Bruce Sharon. Dodd, Mead. $2.

THE AUTHOR TELLS WHAT SHE SAW AND heard in army and navy hospitals. She and a group of artists whom she organized were close in for they sketched "a good likeness the way the patient wanted it" to send home. Reproduced in the book are twenty-eight sketches by Willard Fairchild, Wallace Morgan, William Oberhardt, Gertrude Whiting, Dorothy Norey, Ted Withers, Ann Schabbehar, and others.

As a result of their volunteer assignment new values came to the artists. The wounded patients' spirit, "which they would call guts, and the way they face reality—no sham, no pretense, nothing phony; their sense of democracy; their vitality and drive; the way they share their experiences to 'build up the guy in the next bed'; their sense of humor—all these things have done something to us."

Obviously, a griper has no chance in this company of select patients. Neither has the bedside visiting celebrity who sweetly inquires, "and how do you feel, my boy?"

A large part of the book reports revealing conversations with patients whom the author sketched, touching on such diverse subjects as girls, the birthplace of the American navy, how to tell the folks about mutilations, liquor, postwar jobs, the army, doctors, miracles, and the family.

The world the wounded create inside the hospital is the same brave new world for which they have fought. But afterward, the author inquires, what is America going to do about these men? The concluding chapter focuses on the "problem of the veteran" which, as an army physician puts it, will cost a lot of money to solve but "the cost of not solving that problem will be a darn sight higher."

I have yet to come across any book in this field which matches this 150-page volume in discernment, charm, and honesty. In a way, it is a companion-piece to the overseas dispatches of Ernie Pyle, offering a glimpse of thousands of our youth at the halfway mark on the long road home. A wide reading of it will make for a more understanding America.

WALTER F. GRUENINGER

CRIME AND THE HUMAN MIND, by David Abrahamsen, M.D. Foreword by Nolan D. C. Lewis. Columbia University Press. $3.

SPACE LIMITATIONS MAKE IT DIFFICULT to do justice to so deserving a book. The author is well-equipped for the task he has set himself. He is a graduate of the Royal Frederick University of Oslo, a former student of Professors Monrad-Krohn and Malinowski; one time psychiatrist at St. Elizabeth's Hospital, Washington, at the Illinois State Penitentiary and the New York Court of General Sessions, at the Menninger Clinic, at Bellevue Hospital; a competent neurologist and psychiatrist with the correlative insights of the psychoanalyst and the cultural anthropologist.

His point of view can be judged as basically sound, by the simple test that it increases understanding of the whys and wherefores of delinquent and criminal behavior. While the book is psychoanalytically orientated (it emphasizes the subconscious "sense of guilt" and "need for punishment" mechanism), Dr. Abrahamsen does not ignore the role of social "patterns of criminalism." His classification of criminals demonstrates his avoidance of the unilateral explanation of "the criminal" which has plagued criminology from its origin to today. His approach may perhaps best be illustrated by the following passages:

"Because a man acts simultaneously as an individual and as a member of society, our concept of what constitutes criminalistic behavior has two roots. . . .

"Because criminalistic tendencies are present in all humans, a criterion of the criminal cannot be given. Even with the anthropological and sociological knowledge we have gained of the culprit, of his body, skull, height, face, the broken home situation, economic circumstances, and a thousand other things, the whole problem boils down to one question: *How does the mind function which reacts with anti-social behavior?*".

The author's attempt to answer this crucial question depends heavily upon the thought of Freud, Alexander, B. Glueck, and certain other criminologists who see something deeper in the genetics of delinquency and of human behavior generally than is to be gleaned from the inadequate sociologic formulae too frequently found in American textbooks on criminology.

Two chapters might well form a handbook to be used as a guide to the diagnosis and treatment of disorders of attitude and behavior: Chapter V, "Psychiatric-Psychologic Examination of the offender," an admirable description of the scope and content of a truly revealing form of mental examination: Chapter X, "Treatment and Research," which contains hints regarding different types of therapeutic programs most suited to various classes of offenders and regarding much needed research. Chapter II, "The Mind in Relation to Crime," is perhaps the best chapter for social workers and practical penologists, since it comprises a clear description of the crucial process of interplay between personality and environment. It should be studied with Chapter VI, "The Psychology of the Individual Offender: Classification."

There are other illuminative though less original chapters: "Criminology as a Science," provides a succinct orientation in the history of this imperfect discipline. "Heredity and Environment as Causes of Crime," is good, though not sufficiently adequate, largely because of the insufficient body of knowledge in the entire field of human heredity. "Juvenile and War Delinquency," "The Psychiatric-Psychologic Background of Murder," "The Psychiatrist and the Criminal Law," are also worthwhile.

The exposition is illuminated throughout by relevant and pointed case-history summaries. The author's provision of a rich bibliography of references to important works in many languages deserves the reader's thanks.

SHELDON GLUECK
Harvard Law School

INTRODUCTION TO PUBLIC HEALTH, by Harry S. Mustard, M.D. Second Edition. Macmillan, 1944. $3.25.

DR. MUSTARD HAS COMPLETELY REVISED and modernized his able text on public health, first published in 1935. The modifications of perspective, new problems, and expanded information inevitable in so rapidly growing a field have been made an integral part of the book. Two new chapters, one on industrial hygiene, the other on medical care, have been added. Vital statistics from the 1940 census and the latest available morbidity and mortality data are included. References follow each chapter, and an admirable index completes the book.

LOUISE DICHMAN

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THE PAMPHLET SHELF

About the Peace

AFTER VICTORY, by Vera Micheles Dean. Headline Series, January 1945. 25 cents. Foreign Policy Association, 22 East 38 Street, New York 16. *Questions and answers on world organization.*

EVERYBODY AND THE PEACE, No. 2. 19 pp. Free. University of Virginia, Charlottesville. *Lists 200 free or inexpensive pamphlets published up to December 1, 1944.*

A PEACE THAT PAYS, by Thomas P. Brockway. Headline Series, October 1944. 25 cents. Foreign Policy Association, 22 East 38 Street, New York 16. *Peacetime problems; suggested solutions.*

THE NEW ECONOMICS AND WORLD PEACE, by Robert Stevens. 52 pp. 25 cents. The Pacifist Research Bureau, 1201 Chestnut Street, Philadelphia 7. *Reconstructive principles.*

THE PEACE WE WANT: COMMUNITY ACTIVITY AND DISCUSSION GUIDE. 20 pp. 10 cents, 10 percent discount on quantities. Commission to Study the Organization of the Peace, 8 West 40 Street, New York 18. *Hints for starting discussion groups.*

TOWARDS A CHRISTIAN PEACE, by Carl Heath and W. H. Marwick. 40 pp. 25 cents. The Fellowship of Reconciliation, 2929 Broadway, New York 25. *I. A Political Approach. II. An Economic Approach.*

YOUR STAKE IN THE PEACE: A STUDY COURSE ON THE FUTURE WE FACE. 32 pp. 10 cents, 10 percent discount on quantities. Commission to Study the Organization of the Peace, 8 West 40 Street, New York 18. *Contains list of suggested readings.*

EDUCATION AND THE PEOPLE'S PEACE. Prepared by the Educational Policies Commission. 60 pp. 10 cents. National Education Association, 1201 Sixteenth Street, N.W., Washington 6. *A program to prevent war and promote peaceful relations among the nations.*

LET'S TALK ABOUT EDUCATION AND THE PEOPLE'S PEACE. Prepared by the Educational Policies Commission. 30 pp. 10 cents. National Education Association, 1201 Sixteenth Street, N.W., Washington 6. *Handbook for teachers, speakers, and discussion leaders.*

INTERNATIONAL ORGANIZATION AFTER THE WARS: ROADS TO WORLD SECURITY, by Max Lerner and Edna Lerner. 56 pp. 30 cents. National Education Association, 1201 Sixteenth Street, N.W., Washington 6. *A resource unit for teachers to fill the gap between published text books and current events.*

Economics

THE BRETTON WOODS AGREEMENT—And Why It Is Necessary. Edited by Helen Alfred. 50 pp. 25 cents. Citizens Conference on International Economic Union, 370 Lexington Avenue, New York 17. *Digest of the United Nations Monetary and Financial Agreement; and other related material.*

PUBLIC DEBT AND TAXATION IN THE POSTWAR WORLD, by William Withers. 32 pp. 15 cents. League for Industrial Democracy, 112 East 19 Street, New York 3. *Policies for prosperity.*

SMALL FARM AND BIG FARM, by Carey McWilliams. 32 pp. 10 cents. Public Affairs Committee, 30 Rockefeller Plaza, New York 20. *The economic gap between farming as a business and farming as a way of life.*

POSTWAR NATIONAL INCOME: ITS PROBABLE MAGNITUDE, by Joseph Mayer. 34 pp. 50 cents. The Brookings Institution, Washington. *A 1947 perspective.*

WHAT FOREIGN TRADE MEANS TO YOU, by Maxwell S. Stewart. 31 pp. 10 cents. Public Affairs Committee, 30 Rockefeller Plaza, New York 20. *Discussed in everyday terms.*

MONETARY PLANS FOR THE UNITED NATIONS, by Mabel Newcomer. 26 pp. 15 cents, less in quantities. American Association of University Women, 1634 I Street, N.W., Washington 6. *A layman's guide to proposals of the Bretton Woods Conference.*

Professional Aids

DEMOGRAPHIC STUDIES OF SELECTED AREAS OF RAPID GROWTH. 158 pp. $1. Milbank Memorial Fund, 40 Wall Street, New York 5. *Proceedings of the round-table on population problems.*

OPERATION STATISTICS OF SELECTED FAMILY CASEWORK AGENCIES: 1944, by Ralph G. Hurlin. 27 pp. 25 cents. Russell Sage Foundation, 130 East 22 Street, New York 10. *Includes trend data—1936 to 1944.*

RECREATION WHILE ON THE MEND. Compiled by Ruth Garber Ehlers, of the staff of National Recreation Association. 100 pp. $1.25. Association Press, 347 Madison Avenue, New York 17. *For use in hospitals and at home.*

THE RETURNING VETERAN, by Dr. Arthur H. Estabrook. 32 pp. From the Public Charities Association of Pennsylvania, 311 South Juniper Street, Philadelphia 7. *A directory of agencies serving the veteran.*

ILLUSTRATIONS FROM STATE PUBLIC ASSISTANCE AGENCIES. 77 pp. Mimeographed. From the Bureau of Public Assistance, Social Security Board, Washington 25. *The first in a series of current practices in staff training. For the second, see* SURVEY MIDMONTHLY, *November 1944, page 331.*

Miscellaneous

THE COUNTY MANAGER PLAN. 24 pp. 15 cents, less for quantities. National Municipal League, 299 Broadway, New York 7. *An adaptation of the council-manager form of government.*

BILLS OF RIGHTS IN AMERICAN HISTORY, by Leila Roberta Custard. 48 pp. 50 cents. From the author, Centenary Junior College, Hackettstown, N. J. *The evolution of civil liberties in Anglo-Saxon institutions.*

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MAN wishes supervise young boys September, preferably Eastern Protestant farm school. Wife is trained secretary. 8157 Survey.

MAN, Master's Degree in Social Work. Experience: administration, research, community relations, family welfare, group work, institutions; linguist; desires administrative, research or supervisory position. 8134 Survey.

MAN (36) trained and experienced worker; mentally and physically handicapped group and family work; public schools; desires administrative position in institution or hospital for handicapped. Available June 1st. 8133 Survey.

WORKERS WANTED

TRAINED AND EXPERIENCED Social Worker for State Wide Organization, East. Salary $2000 with Maintenance. 8140 Survey.

RECREATIONAL DIRECTOR for handicapped persons, including blind. Attractive salary—permanent—give experience, references. Goodwill Industries, Dayton, Ohio.

HOMEFINDER for well-established, private children's agency. Good salary and excellent working conditions. Write Byron T. Hacker, Children's Center, 1400 Whitney Avenue, New Haven, Connecticut.

WANTED: Caseworkers with training and/or experience for Massachusetts family agency giving services to armed forces and veterans. Salary commensurate with training and experience. Give details. 8139 Survey.

CASE WORKERS who meet requirements of American Association of Social Workers; **CASE AIDES** who have B.A. Degree; full-time day or night employment. American Red Cross, 529 South Wabash Avenue, Chicago 5, Illinois. Wabash 7850.

CASE WORKER for adoption agency of high standard. Requirements: Graduate degree in case work; experience or training in children's agency preferred. Salary range: $2,100 to $2,700. Reply to: Mrs. Elizabeth Harral Carlton, Adoption Service Bureau, 1001 Huron Road, Cleveland 15, Ohio.

CHILDREN'S AID SOCIETY in Southern City (overnight 8 hours from New York City), has vacancies on staff. Limited case loads not to exceed 35. Adequate salary. Opportunity for further professional development. 8137 Survey.

TEACHER to direct Nursery School for blind children conducted by large welfare agency in New York City. Training and experience in preschool field required. Suitable salary assured. Sept.-June; 5-day week. State qualifications. 8150 Survey.

WANTED: Caseworker with professional training for position in Jewish Children's agency serving Southern Seaboard area. Experience desirable but not necessary. 8153 Survey.

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EXECUTIVE ADMINISTRATOR for a small Maternity Hospital having Social Service and Maternity Home units, located in the Midwest. 8155 Survey.

CASE WORKERS with training and experience for positions with Home Service Department of American Red Cross. Opportunity for case work with discharged servicemen. Midwestern city, population over 200,000. Salary good. 8154 Survey.

WORKERS WANTED:—Case Worker in Child Placing Agency of high standards doing placement in institution and foster homes. Some graduate training and experience needed. Salary according to qualifications. Excellent working conditions. Michigan. 8156 Survey.

WANTED: Case Worker for state-wide child placing agency. Must have car. Salary $1800 to $2400 depending on training and experience. Time allowed for graduate course. N. J. Children's Home Society, 471 Parkway Avenue, Trenton 8, New Jersey.

WANTED: Social Worker with several years experience in child welfare services to serve as regional consultant for Jewish Children's agency serving Southern Seaboard area. Beginning salary $3,000. 8152 Survey.

EXECUTIVE HOUSEMOTHER for a Children's Home; social work experience necessary; ability to supervise staff; permanent position for the right person. Bangor Children's Home, Bangor, Me.

WANTED: EXPERIENCED GROUP WORKERS. Men and women. B'nai B'rith Youth Organization expanding its field offices throughout the U. S. and Canada. Positions open for Directors and Assistant Directors. Social group work training and experience required. Salary commensurate with experience and job responsibility. Apply BBYO Headquarters, 1746 M Street, N.W., Washington 6, D. C.

WANTED: A couple for resident position—Boys' Dormitory. Must be able to supervise school work, recreational activities, direct the conduct of the boys. There are housekeeping duties entailed. For full details write to Superintendent, Friendship House, 2000 Adams Avenue, Scranton 9, Pa.

NEW MEXICO DEPARTMENT OF PUBLIC WELFARE needs trained social workers in Public Assistance and Child Welfare. Entrance salaries $145 to $205. Applications accepted continuously. Write Merit System Council, Box 939, Santa Fe, New Mexico.

PAROLE OFFICER—Male, New York State residents. Vacancies principally in New York City. Beginning salary $2400 plus 15% war emergency compensation. Give age, education, experience. David Dressler, Executive Director, Box 1679, Albany, New York.

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CASE WORKERS wanted by child protective agency. School of Social Work graduates preferred, but college graduates with social science course accepted for training. Satisfactory salaries and personnel practices. Apply Mass. S. P. C. C., 43 Mt. Vernon Street, Boston 8, Mass.

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Community Welfare Council
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Directory of Social Organizations (cont.)

Health

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado, Samuel Schaefer, Executive Secretary, Chas. J. Kaufman, M.D., Medical Director. Free, nonsectarian for needy tuberculous adults and children (Kosher dietary). Maintains children's preventorium. Medical, educational, vocational, occupational, psychological, psychiatric and social services. Esther Cohen, director of Social Service and Vocational Therapy. Applications, New York area: 19 West 44th St., Philip Houtz, director; Philadelphia area: 1103 Widener Building, Harold Greenspun, director; Chicago area: 30 North La Salle St. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, *PUBLIC HEALTH NURSING.*

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 42 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, The Rev. Cornelius P. Trowbridge; Associate Medical Director, Eva F. Dodge, M.D.

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Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York City. National placement and counseling service in case work fields. Membership organization for social workers and agencies. No placement fee. Louise C. Odencrantz, Director.

Youth Organization

B'NAI B'RITH YOUTH ORGANIZATION—Social group work program under supervision of B'nai B'rith Youth Commission, Henry Monsky, Chairman; Julius Bisno, Administrative Secretary and National Director of Boys' Work; Beatrice B. Chapman, National Director of Girls' Work. Operates four programs: Aleph Zadik Aleph and B'nai B'rith Girls for boys and girls in high school, B'nai B'rith Young Men and B'nai B'rith Young Women for young adults up to twenty-five; maintains 16 field offices throughout the U. S. and Canada. Publishes BBYO Program Guide, BBYO Leader, The Shofar and BBG Newsletter. National headquarters: 1746 M Street, N.W., Washington 6, D. C.

EMPLOYMENT AGENCY

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. Wisc. 7-4961. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

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DIRECTORY OF SOCIAL ORGANIZATIONS

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Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. M. C. Migel, President; Robert B. Irwin, Executive Director.

Child Welfare

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

BOYS' ATHLETIC LEAGUE, INC., 70 Fifth Avenue, New York 11, N. Y. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centers in Greater New York. Gustavus T. Kirby, Honorary President; Judge Raphael P. Koenig, President; Robert E. McCormick, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, The Lincoln Recreation Center, 235 West 113 Street, The Tot Lot, 422 West 49th Street, Camp Sebago, Camp Wakonda and Camp Orenda in the Interstate Park.

BOYS CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoyscluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U. S. A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins, "The Crippled Child" magazine, bimonthly, $1 a year.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Education

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 209 S. State St., Chicago.

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